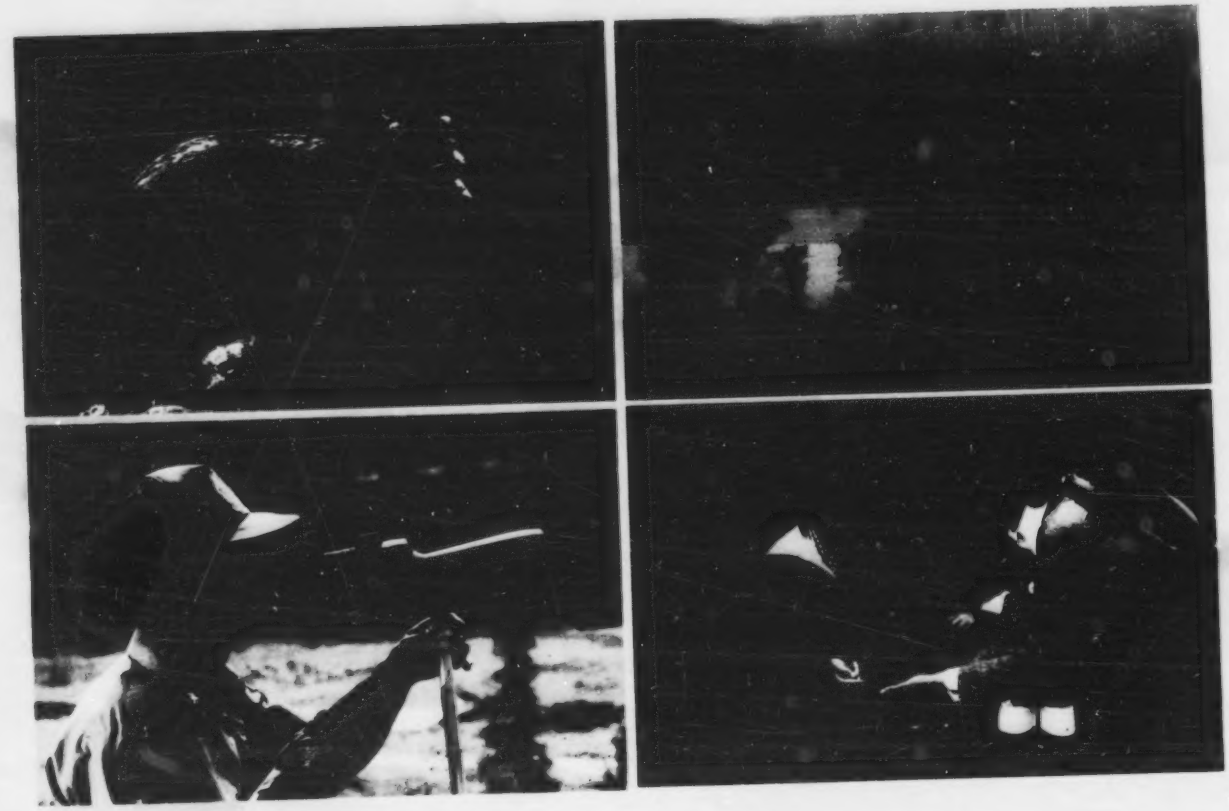
PARKS CANADA

First Priority



Progress Report on Implementation of the Recommendations of the Panel on the Ecological Integrity of Canada's National Parks

Parks Canada Parcs Canada

Canada

© Minister of Public Works and Government Services Canada 2001

ISBN: 0-662-29812-8
Cat: R62-336/2001E

Cette publication est aussi disponible en français

www.parkscanada.gc.ca

101-04343/

FOREWORD

Despite their fame and popularity – in part because of it – the national parks of Canada are at a crossroads. The challenge is maintaining, and in some cases restoring, their ecological integrity. Without integrity, the very essence of the national parks – the reason for which they are valued – will be lost. The loss of ecological integrity is occurring today. It is not only a problem in its own right, it diminishes the opportunity to provide a high quality visitor experience for future generations.

The increasing magnitude of this problem has been recorded in our biennial State of the Parks Reports. Several initiatives have been launched in recent years to counter the increasing concerns about the loss of ecological integrity. For example, Parks Canada launched the Banff-Bow Valley Study and revised the Banff National Park Management Plan to reflect the recommendations of the study, and is now using the Banff plan as a model to prepare plans for other parks in the national park system. As another example, staff in our national parks are placing more effort on working with neighbours to plan collaboratively for greater park ecosystems. Despite these efforts and many others, the ecological integrity of the parks continues to deteriorate.

In the wake of the Banff-Bow Valley Study report and subsequent revisions to the Banff National Park Management Plan, an expert Panel was appointed in November 1998 to report on how well Parks Canada was fulfilling its responsibility to maintain the ecological integrity of national parks. The Panel was asked to make system-wide recommendations for action.

The Panel's report is a turning point for the future of Canada's national parks. The Panel confirmed that the national parks are under serious threat and both immediate and long term action is required. They highlighted the significant challenges Parks Canada faces going into the future, and the importance of engaging partners in tackling these challenges.

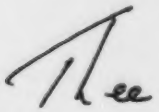
This progress report reinforces the strong message of the Action Plan announced on March 23, 2000 by Minister Copps upon receipt of the Panel's report - that the maintenance and restoration of ecological integrity of our national parks is Parks Canada's first priority. This report sets out what we have done, are doing, and plan to do in the future to maintain and restore the ecological integrity of our national parks.

I am pleased that Mr. Jacques Gérin, former Chair of the Panel, has recently written to the Minister indicating that Parks Canada has now met the basic pre-conditions set out by the Panel for seeking the new long term funding needed to fully bring the Panel report to life. Actions have been initiated to request funds.

The report of the Panel on the Ecological Integrity of Canada's National Parks was prepared on the basis of extensive consultation and analysis. Since it was distributed in March 2000, Parks Canada has initiated discussions on the recommendations with its own staff, other federal departments and agencies, provincial and territorial governments, conservation non-governmental organizations, tourism interests, and many other Canadian groups and individuals interested in the report. These discussions have been central in guiding this response to the Panel's recommendations, and this dialogue will continue.

Canada's national parks are the crown jewels of our country's protected spaces. We will continue to offer a high quality visitor experience in our national parks for Canadians and international visitors, planned and managed in such a way that natural processes and values are sustained.

As the Chief Executive Officer for the Parks Canada Agency, I am proud of our accomplishments since the release of the Action Plan, and I am strongly committed to ensuring ecological integrity is the "first priority" for our national parks. I am pleased that in support of this priority, it was indicated in the January 2001 Speech from the Throne that the federal government committed to implement a plan to restore existing parks to ecological health, as well as invest in the creation of new national parks.



Tom Lee
Chief Executive Officer, Parks Canada

March 2001

Parks Canada has taken many significant steps in the past twelve months responding to the Panel's recommendations consistent with the Action Plan announced immediately upon releasing the Panel's report. For example, Parks Canada has:

- included provisions in the ***Canada National Parks Act*** that make the maintenance or restoration of ecological integrity the first priority when considering all aspects of the management of parks; make ecological integrity central to park management planning; and permit greater flexibility for Aboriginal peoples to practise traditional activities in national parks
- developed a ***draft Agency Charter*** that underscores Parks Canada's ecological integrity mandate
- initiated a ***dialogue on ecological integrity*** and the Panel's report with Parks Canada staff and managers
- developed and pilot tested an ***ecological integrity training program*** for Parks Canada staff
- revised the Parks Canada ***Guide to Management Planning*** to reinforce the primacy of ecological integrity in the preparation and implementation of national park plans
- ***declared wilderness areas*** in four national parks and developed an Action Plan for declaring wilderness areas in most other national parks as management plans are revised
- appointed an ***Executive Director, Ecological Integrity*** who is part of Parks Canada's Executive Board, and a Project Manager, Ecological Integrity Implementation, and a Chief, Ecosystem Science, both reporting to the Executive Director
- initiated ***dialogue with other governments*** and other federal departments and agencies related to cooperative ecological integrity actions
- enhanced efforts to ***raise awareness*** of ecological integrity challenges faced in national parks and to influence appropriate visitor expectations and use through marketing communications
- initiated collaborative educational projects respecting sensitive tourism with the Tourism Industry Association of Canada and the Canadian Tourism Commission and initiated a series of educational seminars to ***influence travel industry marketing*** and use of national parks
- strengthened ***administrative systems*** to more clearly account for resources spent on ecological integrity initiatives
- directed staff to give priority to ecological integrity in any decisions affecting ***revenue initiatives***
- initiated ***proposals to secure new funds*** for implementing the full range of recommendations put forward by the Panel

TABLE OF CONTENTS

Background 3

Part 1: Progress Toward Implementing the Action Plan and Next Steps 5

- Making Ecological Integrity Central in Legislation and Policy 5
- Building Partnerships for Ecological Integrity 7
- Planning for Ecological Integrity 15
- Renewal of Parks Canada to Support the Ecological Integrity Mandate 18
- Longer Term Strategies and Related Funding Requirements 20

Map: National Parks and National Park Reserves of Canada 25

Table: Canada's National Parks and Nationai Park Reserves 26

Part 2: Actions to Address the Recommendations of the Ecological Integrity Panel 27

BACKGROUND

Canada has a spectacular national park system, renowned worldwide, administered by proud and dedicated staff of the Parks Canada Agency. The national parks protect some of the most precious and well-known natural areas in the country. Both the national park system and the park service are steeped in history and tradition – the first national park was established at Banff, Alberta in 1885, and the National Parks Service was created in 1911. However, as noted in the Foreword, the national parks are facing the problem of diminishing ecological integrity.

- Over the past 15 years, it has been increasingly recognized that protection must be the paramount concern. This was reflected in amendments to the *National Parks Act* in 1988, and to the *Parks Canada Guiding Principles and Operational Policies* tabled in Parliament in 1994.
- In 1994, the Banff-Bow Valley Study was launched to identify measures to reduce and, in some cases, reverse impacts of commercial and recreational development in the Bow Valley.
- Parks Canada's *State of the Parks 1997 Report* reported that 26 parks (of 36 considered in the report) are still reporting high numbers of stressors that are causing significant ecological impacts. The *State of Protected Heritage Areas 1999 Report* confirmed this situation.
- In 1998, a panel of experts was struck to recommend how best to ensure that ecological integrity is maintained across the system of national parks.
- The Panel presented its landmark report in March 2000. The Panel confirmed that Canada's national parks have been progressively losing important natural components which Parks Canada was dedicated to protect. It calls for actions to strengthen and implement the legislative framework and policies to conserve these places, and a commitment of new long-term funding to support this effort. The Panel made 127 recommendations.

The direction established pursuant to receipt of the Panel's report was clear:

> *"This report serves the national interest, this report serves the future, and this report will not be gathering dust.... We must make ecological integrity the centrepiece of every decision we make for the future of Canada's national parks...."* (Minister Copps)

The Action Plan to respond to the report focused on four major thrusts:

- making ecological integrity central in legislation and policy
- building partnerships for ecological integrity
- planning for ecological integrity
- renewal of Parks Canada to support the ecological integrity mandate

The Chief Executive Officer of Parks Canada was directed to report on implementation progress at the first national Round Table established pursuant to the *Parks Canada Agency Act*.

This report is in two sections. Part 1 outlines the progress in implementing the Action Plan. Part 2 outlines actions in implementing all 127 of the Panel's recommendations. There is inevitably some overlap between the two sections.

PART 1:

PROGRESS TOWARD IMPLEMENTING THE ACTION PLAN AND NEXT STEPS

Making Ecological Integrity Central in Legislation and Policy

Legislation and policy provide the mandate and direction for park management. Legislation and policy must, and do, underscore the primacy of maintaining and restoring the ecological integrity in national parks.

The emphasis since release of the Action Plan has been on the *Canada National Parks Act*, the new legislation that will govern the national parks, as well as on the Parks Canada Agency Charter, and wilderness area designations.

"We will move ahead with parliamentary consideration of the proposed Canada National Parks Act, introduced on March 1st, to reconfirm that maintaining ecological integrity is the first priority." (Action Plan)

Progress to Date

- The new *Canada National Parks Act* was proclaimed on February 19, 2001.
- The new *Canada National Parks Act* strengthens the ecological integrity clause that was in the former *National Parks Act*. It now states that "maintenance or restoration of ecological integrity, through the protection of natural resources and natural processes, shall be the first priority of the Minister when considering all aspects of the management of parks."
- In consideration of the Panel's recommendation, the new Act defines for the first time in legislation the term "ecological integrity": "ecological integrity means, with respect to a park, a condition that is determined to be characteristic of its natural region and likely to persist, including abiotic components and the composition and abundance of native species and biological communities, rates of change and supporting processes."
- Also in consideration of the Panel's recommendation, the new Act sets new standards for park management plans with respect to ecological integrity: "The Minister shall, within five years after a park is established, prepare a management plan for the park containing a long-term ecological vision for the park, a set of ecological integrity objectives and indicators and provisions for resource protection and restoration, zoning, visitor use, public awareness and performance evaluation, which shall be tabled in each House of Parliament."

"We will work with Parks Canada employees and other partners to develop a Charter for the Parks Canada Agency that sets out the core values of the organization centred around protection of ecological integrity in national parks." (Action Plan)

Progress to Date

- A draft of the Charter has been prepared and distributed for staff and stakeholder consultations. It underscores Parks Canada's ecological integrity mandate.

Next Steps

- It is intended that the Charter will be finalized subsequent to its review at the first Round Table held pursuant to the *Parks Canada Agency Act.*

"We will ensure that ecological integrity is central to the reports to Parliament which are required under the Parks Canada Agency Act. The next State of the Parks Report will be tabled in Parliament later this year." (Action Plan)

Progress to Date

- The recent Parks Canada Annual Report, and the 2000/2001 Corporate Plan, include increased focus on ecological integrity objectives and measures. The 1999 State of the Parks Report (now entitled State of Protected Heritage Areas Report), tabled in October 2000, features ecological integrity as a central theme, as will all future reports.

"We will accelerate the legal designation of wilderness areas in national parks across the system." (Action Plan)

Progress to Date

- The new *Canada National Parks Act* requires that "Where a new or amended management plan sets out an area of a park for declaration as a wilderness area, the Minister shall recommend such declaration to the Governor in Council within one year after the plan or amendment is tabled under section 11."
- Wilderness areas in the Banff, Jasper, Yoho and Kootenay national parks have been declared.
- *An Action Plan for the Declaration of Wilderness Areas in National Parks*, to guide the designation of wilderness areas across the system of national parks, has been developed and is being implemented.

Next Steps

- Wilderness areas in other national parks will be declared consistent with approved management plans and the new *Canada National Parks Act.* It is expected that this will be completed over the next five years.

Additional Actions

Several Parks Canada management guides and directives related to maintaining or restoring ecological integrity are either in preparation or have been or will be revised.

Progress to Date

- Work has been completed on the following directives and guides
  - guide to the preparation of ecological integrity statements
  - guide on environmental assessment of park management plans
  - directive on control of hyperabundant species
- Work is under way on other directives and guides
  - directive on invasive alien species
  - directive on ecological data management
  - directive on aquatic ecosystem management
  - guide on ecosystem conservation

Building Partnerships for Ecological Integrity

The Panel identifies in very explicit terms and makes positive recommendations on a topic that we all know well – what we do in our backyard has an impact on our neighbours' backyards! Our national parks share with the provinces and territories, Aboriginal peoples, private land owners and various other interests common boundaries over which nature makes no distinction. One day a grizzly bear is in a national park, and the next day it is outside; water pollution from one source affects other water users far removed; acid rain from hundreds of kilometres away becomes a problem when it affects national park resources – the list goes on.

The Panel envisioned renewed and extended cooperation among neighbours who share these common resources and concerns, and Parks Canada is making this a priority. The nature of collaborative work to be undertaken will be established in cooperation with interested partners; the constitutionally defined role of the provinces and the rights of private property owners will be respected.

"We will work to improve relationships and cooperative activities with Aboriginal people, particularly at the local level; continue to respect existing Aboriginal and treaty rights; and find new ways to work with Aboriginal people toward common goals of conservation, education and economic development." (Action Plan)

Progress to Date

- As a step toward more effective consultations between Parks Canada and Aboriginal peoples, the Minister and the National Chief of the Assembly of First Nations (AFN) are considering the establishment of a Parks Canada/AFN working group. The working group would be a forum to discuss ways of ensuring effective communications with First Nations on key initiatives.
- A Round Table on Aboriginal Tourism is planned. This will be attended by both umbrella Aboriginal tourism organizations and Aboriginal tourism operators.
- The Standing Senate Committee on Aboriginal Peoples has established a Sub-committee on Aboriginal Economic Development in Relation to Northern National Parks; this sub-committee will be looking at opportunities to expand economic development associated with national parks in northern Canada. It intends to convene hearings in Ottawa and selected northern communities in spring 2001.

- Parks Canada's Aboriginal Employment Strategy is being implemented as a priority. The Aboriginal Leadership Development Program brought together Aboriginal staff from across the country in Yukon this past summer. As well, nearly 20 percent of students hired through the Young Canada Works program this past summer were Aboriginal.
- Parks Canada's Newfoundland West and Labrador Field Unit contains the proposed Torngat Mountains National Park Reserve in northern Labrador. In preparation for meeting future employment needs, a partnership has been developed with the Labrador Inuit Association to arrange and sponsor work term placements, training and coaching opportunities across the Parks Canada system for seven Inuit students.
- A new Aboriginal Affairs position has been created and will soon be filled in Atlantic Canada. The incumbent will have the overall lead on Aboriginal issues in the Atlantic Provinces.
- Examples of specific achievements in national parks:
  - There is local community input for designing the Aboriginal component of the new Point Pelee Visitor Centre exhibits, and preliminary discussions with the local Caldwell Aboriginal community with respect to work internships, technical assistance for site restorations, and repatriation of artifacts for a proposed heritage centre.
  - In Vuntut, a remote sensing satellite mapping program of vegetation is jointly supported by Yukon Renewable Resources and Vuntut Gwitchin First Nation.
  - In Pacific Rim, Nuu-chah-nulth Tribal Council representatives and park officials are working together to develop a cooperative management arrangement that will integrate First Nations roles and perspectives into park management and planning as part of a comprehensive treaty process.
  - In Nunavut, because the Field Unit operates within the context of the Nunavut Land Claim Agreement and the Inuit Impact and Benefit Agreement (IIBA) establishing the national parks, everything is done in a regional context (e.g. working closely with Nunavut Wildlife Management Board to seek approval for research).
  - In Riding Mountain, Keeseekoowenin Ojibway Nation's Medicine Society has facilitated access for the collection of natural medicines for traditional use.
  - Forillon is developing an agreement with the Gespeg Nation to carry on Aboriginal cultural practices inside the park boundaries.
  - In Kluane, Champagne and Aishihik First Nations members played a significant role in the Kluane National Park and Reserve Management Plan Review Process.
  - In Cape Breton, the Eskasoni Fish and Wildlife Commission, Parks Canada and provincial staff collaborated on the development of a five-year research study on moose, which will include employment and development opportunities for members of the Mi'kmaq community.
  - Parks Canada staff are working cooperatively with the Deh Cho Tribal Council on issues dealing with the possible expansion of Nahanni National Park, and the protection of ecological and commemorative integrity.

Next Steps

- Respond to and implement ideas that will come from both the Round Table on Aboriginal Tourism and the Senate Committee.
- Continue to work cooperatively with Aboriginal peoples and organizations on all possible fronts.
- Additional funds are being sought to foster improved relationships with Aboriginal peoples.

"We will work collaboratively with federal, provincial, territorial and Aboriginal government agencies to build partnerships for effective ecosystem-based management by participating in regional planning processes, biosphere reserves, model forests and World Heritage initiatives."
(Action Plan)

Progress to Date

- Senior Parks Canada officials have met in every province and territory with senior officials from other governments to discuss cooperative ecological integrity actions. Most are supportive of collaborative measures; however, provinces underscored the importance of appropriate visitor use and related economic benefits.
- Parks Canada and Environment Canada are collaborating on several initiatives related to ecosystem-based management including Species at Risk and have begun preliminary discussions about a formal memorandum of understanding to address areas of potential cooperation such as monitoring.
- A memorandum of understanding has been drafted with the Canadian Forestry Service related to forestry research and forest management.
- Virtually every national park has identified numerous examples of collaborative efforts under way with provincial, municipal and Aboriginal authorities. These range from regional planning, working with local tourism associations, joint studies and research, collaboration on greening infrastructure, model forest programs, and more. Examples of collaboration with other federal departments and agencies or levels of government include:
  - Parks Canada is supporting in principle the creation of the proposed South West Nova Biosphere Reserve, provided that the biosphere reserve committee obtains support from key stakeholders including the province and adjacent landowners.
  - Waterton and Banff National Parks now have representatives who sit on provincial environmental resource committees; Jasper has had such a representative for some time.
  - In Yukon, federal, territorial and First Nations governments, the tourism industry and conservation groups agreed to work together on a public information program stressing the importance of intact ecosystems, protected areas and the importance of bears as a symbol of ecosystem integrity.
  - Jasper continues to be a full participant in the development of a provincial integrated resource management strategy and an integrated grizzly bear conservation program.
  - Five national parks (Pacific Rim, Jasper, Prince Albert, Fundy and Gros Morne) continue as partners in their model forest programs.

Next Steps

- Continued collaboration on initiatives like the ones listed above to the extent that existing resources permit, and additional resources are being sought.

"We will advance park values more actively by participating in local and regional processes which may affect the ecological integrity of national parks, and by building partnerships and cooperative arrangements that respect constitutionally-defined jurisdictions." (Action Plan)

Progress to Date

- As noted in the response to the action above, numerous examples of collaborative efforts are under way related to local and regional processes. Examples include:
  - Cape Breton Highlands is initiating a research program on moose, involving the province and the Aboriginal community. In addition, the park superintendent is a member of the management committee for planning and consultation for a large adjacent provincial protected area.
  - La Mauricie, Pacific Rim and the Kootenay/Yoho/Lake Louise Field Units have established positions to work with stakeholders on regional ecosystem issues and to build relationships with regional stakeholders.
  - Mount Revelstoke and Glacier National Parks continue to collaborate on the Golden Access Management Plan, Mountain Caribou Study and the Kootenay Boundary Land Use Planning Process.
  - Waterton has supported the Nature Conservancy of Canada in fund-raising efforts to support decisions by local private land owners to limit development potential on their lands.
  - Fundy is working with the Village of Alma and the provincial government toward the development of a brown water treatment facility using hydroponics.
  - Terra Nova is participating in the development of ecosystem-based forest management and operating plans to reflect multiple values and is a partner with the province in pine marten recovery planning.
  - Kejimkujik staff are working with provincial agencies, the Canadian Wildlife Service and universities on transboundary species at risk management.
  - Pacific Rim has engaged industry and the provincial Ministry of Forests to establish planning and forestry protocols in watersheds outside the national park to promote protection of endangered species, wildlife habitats and hydroriparian zones, as well as the landscape restoration of formerly logged areas, advancing the ecological integrity of the park while promoting a greater ecosystem approach in Canada's newest UNESCO Biosphere Reserve.
  - Gwaii Haanas is a participant in an interagency planning team through the long-range management planning process for the Queen Charlotte Islands.
  - Grasslands is a member of several endangered species recovery teams, has implemented a Prairie Grow Program with local volunteers and is working with local farmers to revegetate cultivated lands.
  - Jasper has been directly involved in the environmental assessment of the proposed Cheviot Mine and Gros Morne is heavily involved in the planning of land use and forest operations in the Main River watershed.

- La Mauricie is a participant in the "inhabited forest" pilot concept which involves integrated resource management of resources in public forests near urban centres. In addition, collaborative black bear and wolf studies are being carried out in partnership with universities. Prescribed burn programs within the park are taking place with the active collaboration of SOPFEU (Société de protection des forêts contre les incendies).
- Pukaskwa participated in and advocated changes to the White River Forest Management Plan.
- Staff in Georgian Bay Islands continue to be proactive in the advocacy of the park's objectives for the greater park ecosystem, by participating actively in ongoing provincial land management initiatives such as Lands for Life, and in private initiatives such as providing ecological advice on a proposed campsite development by the Beausoleil First Nation.

Next Steps

- Parks Canada staff will further expand on the development of horizontal linkages with other federal departments and agencies, and other levels of government in dealing with resource management issues, to the extent that resources permit. For example, Jasper will be expanding its collaborative program with Alberta Environment and Environment Canada to mitigate impacts of Highway 40 on the west central caribou herd of Alberta.
- Continued collaboration on initiatives like the ones listed above; new resources are being sought to enhance these efforts.

"We will work with those who market and use national parks to ensure an understanding of the ecological integrity mandate so that we attract park visitors to the right place, at the right time, in the right numbers and with the right expectations." (Action Plan)

Progress to Date

- Parks Canada is working with those who market and use national parks to ensure an understanding of the ecological integrity mandate and to influence/involve them in attracting visitors with the right expectations, to the right places, at the right times. This is being done in a number of ways, including:

Collaboration with Tourism Industry at the National and International Level

- As a member of the Executive Committees of the Canadian Tourism Commission, the National Tour Association, Aboriginal Tourism Team Canada and Rendezvous Canada, Parks Canada is able to influence the strategic directions for marketing, the messages of these organizations and what they promote.
- On January 4, 2001, Parks Canada and the Tourism Industry Association of Canada (TIAC) signed an accord outlining principles to guide collaborative actions between the two organizations. Both organizations see this as opening a new era – an era of working together to foster sustainable tourism.
- Parks Canada is contributing to TIAC's Best Practices/"Smart Tourism" project which aims to produce guidance for tourism businesses planning, developing and operating in or near national parks.

- Parks Canada is arranging a series of educational presentations as a part of Canadian and international tourism industry association meetings and has been invited to make presentations to the annual meetings of the National Tour Association, Rendezvous Canada and the Tourism Industry Association of Canada.
- Parks Canada is leading the development of a national strategy for heritage-based "learning travel" in collaboration with the Canadian Tourism Commission and industry representatives.

Communicating the Right Messages

- Parks Canada has developed a National Messages Framework to guide all of its own communications with visitors and Canadians. This framework, which will be shared with tourism operators, emphasizes the ecological integrity mandate and the contribution to Canadian identity and pride.
- Parks Canada is striving to ensure that all tour operator materials (e.g. fee schedules, travel trade manuals) contain appropriate ecological integrity messages.
- In cooperation with the National Tour Association, Parks Canada is producing Guides' Guides for tour operators to influence their perceptions and understanding of national parks, the messages and presentations they provide to their passengers, and the places and times they visit.

Examples of Actions at the Local Level

- Fundy is working with tourism associations and the provincial government to influence how it presents the park in the marketplace.
- The Kootenay/Yoho/Lake Louise Field Unit is supporting the development of heritage tourism strategies for Golden and Radium Hot Springs.
- Gwaii Haanas has an initiative to ensure that its marketing strategy is consistent with Panel recommendations and further discussions will occur with commercial tour operators in the area.
- Cape Breton Highlands is participating with other tourism marketing organizations on the Island with the intention of ensuring that marketing done by Island agencies reflects the objectives of Parks Canada, including those related to ecological integrity.

Next Steps

- Renewal of Parks Canada's strategic direction for External Relations to focus on informing, influencing and involving Canadians in the conservation and the sensitive appreciation and enjoyment of national parks. This will be accomplished through the gathering and application of social science research.
- Continued collaboration in specific parks with the tourism sector to manage human use.

"We will seek the required funding to expand the national parks system in collaboration with provincial/territorial governments, Aboriginal organizations, local communities, industries, private citizens and NGOs." (Action Plan)

Progress to Date

- New long-term funding required to expand the national parks system is being requested as part of standard budgetary procedures.

Donation of Island a Gift to Canadians

On July 1, 2000, Gananoque, Ontario resident The Honourable John Ross Matheson and his family offered to donate one of the Thousand Islands to Parks Canada as a Canada Day gift to all Canadians. Victoria Island, a one-fifth hectare island located 50 metres offshore from Brockville, is "really too good for people to own alone," said Mr. Matheson, a retired judge and former MP and so, on October 6, 2000, it was formally added to St. Lawrence Islands National Park. The island is significant to the national park because it has a healthy stand of pitch pine, a rare vegetation species for the area and a key factor in establishing habitat for plant and animal species that are representative of St. Lawrence River ecosystems. Protection of pitch pine stands has been recognized as a priority for the park as healthy stands are found in only two other locations in the park. The addition of Victoria Island, therefore, makes an important contribution to representing the ecosystems and landscape of the area.

"We will collaborate with provinces and territories toward the completion of Canada's family of parks and protected areas. Canada's Parks Ministers have agreed to make a public report this summer on the implementation of their 1992 Statement of Commitment and the next steps to be taken." (Action Plan)

Progress to Date

- The new *Canada National Parks Act* provides a streamlined legislative process for establishing new national parks. In addition, seven new parks and reserves have been included in the schedule to the Act.
- Parks Canada has substantially finalized negotiations with the Kivalliq Inuit Association to establish Ukkusiksalik National Park on Wager Bay in Nunavut, and negotiations are under way for a national park reserve in the Torngat Mountains of northern Labrador.
- At the Parks Ministers' annual meeting on August 15, 2000 in Iqaluit, Nunavut, the federal, provincial and territorial ministers responsible for parks released a report entitled *Working Together: Parks and Protected Areas in Canada*, highlighting the progress that governments from across the country have made toward completing their systems of protected areas and outlining the next steps planned.
- Parks Canada and Environment Canada have launched discussions aimed at more effective collaboration in establishing the federal family of protected areas.

Next Steps

- At the time of releasing the above report, the Ministers indicated that "We recognize that more work remains to be done, and we are committed to continue our efforts to complete our parks and protected areas networks."

Donation of Island a Gift to Canadians

On July 1, 2000, Gananoque, Ontario resident The Honourable John Ross Matheson and his family offered to donate one of the Thousand Islands to Parks Canada as a Canada Day gift to all Canadians. Victoria Island, a one-fifth hectare island located 50 metres offshore from Brockville, is "really too good for people to own alone," said Mr. Matheson, a retired judge and former MP and so, on October 6, 2000, it was formally added to St. Lawrence Islands National Park. The island is significant to the national park because it has a healthy stand of pitch pine, a rare vegetation species for the area and a key factor in establishing habitat for plant and animal species that are representative of St. Lawrence River ecosystems. Protection of pitch pine stands has been recognized as a priority for the park as healthy stands are found in only two other locations in the park. The addition of Victoria Island, therefore, makes an important contribution to representing the ecosystems and landscape of the area.

"We will collaborate with provinces and territories toward the completion of Canada's family of parks and protected areas. Canada's Parks Ministers have agreed to make a public report this summer on the implementation of their 1992 Statement of Commitment and the next steps to be taken." (Action Plan)

Progress to Date

- The new *Canada National Parks Act* provides a streamlined legislative process for establishing new national parks. In addition, seven new parks and reserves have been included in the schedule to the Act.
- Parks Canada has substantially finalized negotiations with the Kivalliq Inuit Association to establish Ukkusiksalik National Park on Wager Bay in Nunavut, and negotiations are under way for a national park reserve in the Torngat Mountains of northern Labrador.
- At the Parks Ministers' annual meeting on August 15, 2000 in Iqaluit, Nunavut, the federal, provincial and territorial ministers responsible for parks released a report entitled *Working Together: Parks and Protected Areas in Canada*, highlighting the progress that governments from across the country have made toward completing their systems of protected areas and outlining the next steps planned.
- Parks Canada and Environment Canada have launched discussions aimed at more effective collaboration in establishing the federal family of protected areas.

Next Steps

- At the time of releasing the above report, the Ministers indicated that "We recognize that more work remains to be done, and we are committed to continue our efforts to complete our parks and protected areas networks."

Additional Actions

The Chief Executive Officer was requested to elaborate a clear interpretation strategy to communicate with urban residents and with young Canadians.

kids@parks

Geared to school children from kindergarten to Grade 8, kids@parks programs offer fun, interactive opportunities for learning, whether in the park, at the site or in the classroom. This national education program was launched by the Canadian Parks Partnership in spring 2000, and strives to inspire Canadian children to become the next generation of heritage stewards of Canada's parks, historic sites and waterways. In the first year, approximately $100,000 were raised and provided to cooperating associations across Canada.

Classrooms across the country will have access to the educational programs and materials offered through the kids@parks programs, helping to overcome limited access to parks and sites. kids@parks will increase young Canadians' understanding of the values of Canada's most precious natural and cultural resources, and of our Canadian identity.

Source: Canadian Parks Partnership Biennial Report 1998-2000

Progress to Date

- The interpretation, education and outreach initiatives of Parks Canada constitute one of the most highly valued programs offered by the Agency. The more Canadians from all walks of life know about national parks, the more effectively they can support the Parks Canada mandate. Increased awareness leads to knowledge and understanding, which in turn leads to support for preservation and presentation of Canadian heritage. Reaching out to Canadians is the priority for heritage presentation.
- In the short term:
  - Existing on-site programs will be sustained and support will continue to be offered to a wide variety of cooperating associations, volunteers and businesses to extend the reach of the Agency and to raise awareness of the values of national parks. A modest extension of outreach programs will occur.
  - Parks Canada will continue to improve its website, augmenting the amount and depth of education materials.
  - Efforts will continue to integrate Parks Canada messages into school curricula across the country. Work is under way now with curriculum developers in Nova Scotia, Ontario, Saskatchewan and Alberta.
  - An Outreach Innovation Fund has been established in Parks Canada to encourage the development of fresh new approaches to reaching out to the Canadian public with public education programming. Ten new projects have been launched.
  - Television series will continue to be used where opportunities exist.

- The longer term objectives will build upon this base and will include the following elements.
  - To more effectively reach out to urban, youth and ethno-cultural minority audiences, a series of urban interpretation centres will be developed across Canada. Parks Canada will initiate the development of a network of discovery centres, some in urban centres such as the Canada Discovery Centre for marine conservation in Hamilton, and others in existing Parks Canada facilities. Interpretation centres in existing parks and sites will be redeveloped using this model when recapitalization is required.
  - Parks Canada will seek to access general federal funding in support of connecting Canadians through the electronic highway. Priorities will include building a virtual journey of Canada's heritage places, providing access to Canadian content through digitization of original research material, and providing access to Canadian youth to educational materials and journeys of discovery.
  - Five percent of the Agency's budget will be dedicated to communicating, educating and interpreting places administered by Parks Canada.

Next Steps

- Additional funds are being sought both for improving interpretation programs within the national parks, and for reaching out to Canadians who may not have the means or opportunity to visit the parks.

Children Experience Wonders of National Park

"Parks and People Association and Young Canada Works in Canada's national parks and national historic sites have teamed up to provide children between the ages of five and ten with a free nature camp. This stewardship-focused afternoon camp allows kids to explore the natural features of the P.E.I. National Park. Local and visiting children discover dune formation and erosion and learn more about the piping plover, an endangered species that nests throughout the national park."

From *The Guardian* (Charlottetown), July 20, 2000

Planning for Ecological Integrity

Sound planning guides the management of national parks. Planning establishes the broad vision and the objectives toward which management actions are oriented. Good planning ensures that broad legislative and policy requirements are addressed and respected in plans that also meet local requirements and circumstances. For national parks, the primary goal of planning is to ensure that there is a clearly defined direction for the maintenance or restoration of ecological integrity and, respecting this primary goal, to guide appropriate public use. Measures have been put in place so that Parks Canada management plans will achieve this goal, and that the interested public will be consulted in plan preparation.

"We will revise the Parks Canada Guide to Management Planning:

- *to clearly define ecological integrity as the core of national park management plans;*
- *to require a 5-year State of the Park Report for each park; and*
- *to provide for an Annual Management Plan Implementation Report."* (Action Plan)

Additional Actions

The Chief Executive Officer was requested to elaborate a clear interpretation strategy to communicate with urban residents and with young Canadians.

kids@parks

Geared to school children from kindergarten to Grade 8, kids@parks programs offer fun, interactive opportunities for learning, whether in the park, at the site or in the classroom. This national education program was launched by the Canadian Parks Partnership in spring 2000, and strives to inspire Canadian children to become the next generation of heritage stewards of Canada's parks, historic sites and waterways. In the first year, approximately $100,000 were raised and provided to cooperating associations across Canada.

Classrooms across the country will have access to the educational programs and materials offered through the kids@parks programs, helping to overcome limited access to parks and sites. kids@parks will increase young Canadians' understanding of the values of Canada's most precious natural and cultural resources, and of our Canadian identity.

Source: Canadian Parks Partnership Biennial Report 1998-2000

Progress to Date

- The interpretation, education and outreach initiatives of Parks Canada constitute one of the most highly valued programs offered by the Agency. The more Canadians from all walks of life know about national parks, the more effectively they can support the Parks Canada mandate. Increased awareness leads to knowledge and understanding, which in turn leads to support for preservation and presentation of Canadian heritage. Reaching out to Canadians is the priority for heritage presentation.
- In the short term:
  - Existing on-site programs will be sustained and support will continue to be offered to a wide variety of cooperating associations, volunteers and businesses to extend the reach of the Agency and to raise awareness of the values of national parks. A modest extension of outreach programs will occur.
  - Parks Canada will continue to improve its website, augmenting the amount and depth of education materials.
  - Efforts will continue to integrate Parks Canada messages into school curricula across the country. Work is under way now with curriculum developers in Nova Scotia, Ontario, Saskatchewan and Alberta.
  - An Outreach Innovation Fund has been established in Parks Canada to encourage the development of fresh new approaches to reaching out to the Canadian public with public education programming. Ten new projects have been launched.
  - Television series will continue to be used where opportunities exist.

- The longer term objectives will build upon this base and will include the following elements.
  - To more effectively reach out to urban, youth and ethno-cultural minority audiences, a series of urban interpretation centres will be developed across Canada. Parks Canada will initiate the development of a network of discovery centres, some in urban centres such as the Canada Discovery Centre for marine conservation in Hamilton, and others in existing Parks Canada facilities. Interpretation centres in existing parks and sites will be redeveloped using this model when recapitalization is required.
  - Parks Canada will seek to access general federal funding in support of connecting Canadians through the electronic highway. Priorities will include building a virtual journey of Canada's heritage places, providing access to Canadian content through digitization of original research material, and providing access to Canadian youth to educational materials and journeys of discovery.
  - Five percent of the Agency's budget will be dedicated to communicating, educating and interpreting places administered by Parks Canada.

Next Steps

- Additional funds are being sought both for improving interpretation programs within the national parks, and for reaching out to Canadians who may not have the means or opportunity to visit the parks.

Children Experience Wonders of National Park

"Parks and People Association and Young Canada Works in Canada's national parks and national historic sites have teamed up to provide children between the ages of five and ten with a free nature camp. This stewardship-focused afternoon camp allows kids to explore the natural features of the P.E.I. National Park. Local and visiting children discover dune formation and erosion and learn more about the piping plover, an endangered species that nests throughout the national park."

From *The Guardian* (Charlottetown), July 20, 2000

Planning for Ecological Integrity

Sound planning guides the management of national parks. Planning establishes the broad vision and the objectives toward which management actions are oriented. Good planning ensures that broad legislative and policy requirements are addressed and respected in plans that also meet local requirements and circumstances. For national parks, the primary goal of planning is to ensure that there is a clearly defined direction for the maintenance or restoration of ecological integrity and, respecting this primary goal, to guide appropriate public use. Measures have been put in place so that Parks Canada management plans will achieve this goal, and that the interested public will be consulted in plan preparation.

"We will revise the Parks Canada Guide to Management Planning:

- *to clearly define ecological integrity as the core of national park management plans;*
- *to require a 5-year State of the Park Report for each park; and*
- *to provide for an Annual Management Plan Implementation Report."* (Action Plan)

Progress to Date

- The Parks Canada Guide to Management Planning has been revised to reinforce the primacy of ecological integrity and management plans are now being prepared accordingly. Both reports cited in the action above are now required.
- As previously mentioned, the new *Canada National Parks Act* sets new standards for park management plans with respect to ecological integrity.

Next Steps

- Preparation of management plans based on the new standards.

"We will review the appropriateness of visitor activities during the park management planning process with public consultation." (Action Plan)

Progress to Date

- Clear direction related to visitor activities and human use management is included in the revised Parks Canada Guide to Management Planning; for example, plans must confirm the range of appropriate visitor activities to be offered and under what conditions, determine basic and essential facilities to be offered, and specify any limits necessary on development or use.

Next Steps

- An updated framework for assessing the appropriateness of activities is being developed.
- Proposed visitor activities which are new to national parks will be subject to national review.

Banff National Park Campground Closed on Account of Bears

On August 25, five grizzly bears were frequenting the Two Jack Campground and Day Use area in Banff National Park. The bears had moved into the area in response to its rich berry crop. Following a staff and media blitz to inform residents and visitors of the potential for bear encounters in the area, the Park Superintendent decided to close the campground and some day-use areas for the balance of the season.

This was a significant decision since the area includes 461 campsites, five busy day-use areas and numerous trail heads. In the past, the response might have been to manage the bears. This has changed to managing the human activity, thereby reducing the potential for encounters and affording the bears an opportunity to feed on the berry crop and gain the energy necessary for the long winter. After monitoring showed that the bears had left, the area was reopened several weeks later.

"New management plans for Jasper, Yoho, Kootenay and Waterton Lakes National Parks, as well as community plans for each of the park communities, will be approved in the near future." (Action Plan)

Progress to Date

- The management plans for Jasper, Yoho, Kootenay and Waterton Lakes have been approved by the Minister and tabled in Parliament.

Progress to Date

- The Parks Canada Guide to Management Planning has been revised to reinforce the primacy of ecological integrity and management plans are now being prepared accordingly. Both reports cited in the action above are now required.
- As previously mentioned, the new *Canada National Parks Act* sets new standards for park management plans with respect to ecological integrity.

Next Steps

- Preparation of management plans based on the new standards.

"We will review the appropriateness of visitor activities during the park management planning process with public consultation." (Action Plan)

Progress to Date

- Clear direction related to visitor activities and human use management is included in the revised Parks Canada Guide to Management Planning; for example, plans must confirm the range of appropriate visitor activities to be offered and under what conditions, determine basic and essential facilities to be offered, and specify any limits necessary on development or use.

Next Steps

- An updated framework for assessing the appropriateness of activities is being developed.
- Proposed visitor activities which are new to national parks will be subject to national review.

Banff National Park Campground Closed on Account of Bears

On August 25, five grizzly bears were frequenting the Two Jack Campground and Day Use area in Banff National Park. The bears had moved into the area in response to its rich berry crop. Following a staff and media blitz to inform residents and visitors of the potential for bear encounters in the area, the Park Superintendent decided to close the campground and some day-use areas for the balance of the season.

This was a significant decision since the area includes 461 campsites, five busy day-use areas and numerous trail heads. In the past, the response might have been to manage the bears. This has changed to managing the human activity, thereby reducing the potential for encounters and affording the bears an opportunity to feed on the berry crop and gain the energy necessary for the long winter. After monitoring showed that the bears had left, the area was reopened several weeks later.

"New management plans for Jasper, Yoho, Kootenay and Waterton Lakes National Parks, as well as community plans for each of the park communities, will be approved in the near future." (Action Plan)

Progress to Date

- The management plans for Jasper, Yoho, Kootenay and Waterton Lakes have been approved by the Minister and tabled in Parliament.

- Park community plans have been finalized for Waterton, Waskesiu and Wasagaming (approved plans are already in place for Banff and Field).
- The planning processes for the Lake Louise and Jasper community plans are continuing.

Next Steps

- Complete the Lake Louise and Jasper plans.
- Table the community plans in Parliament and seek the incorporation of key elements into Schedule 4 of the *Canada National Parks Act* (land description of the community; description of commercial zones; and maximum commercial floor area).

"The report of the Panel on Outlying Commercial Accommodations in the mountain national parks will be released in the near future and will be reviewed in the context of the Ecological Integrity Panel Report." (Action Plan)

Progress to Date

- The report was released April 5, 2000.
- Parks Canada is preparing guidelines for outlying commercial accommodations and hostels which will set a limit for each facility and increase the responsibility for each site manager with respect to stewardship.
- In the case of the three-valley confluence area in Jasper National Park, an ecological restoration plan is being developed to ensure that ecological issues are addressed.

Next Steps

- The Parks Canada guidelines respecting outlying commercial accommodations and hostels will be finalized.

"We will ensure that maintenance of ecological integrity is the primary consideration in Parks Canada's assessment of any capital redevelopment of facilities, accommodations and infrastructure belonging to both Parks Canada and to private or commercial operators. Accordingly, capital redevelopments should:

- *be consistent with Park Management Plans, Community Plans and park establishment agreements;*
- *be based on a needs analysis for that facility, accommodation and/or supporting infrastructure and be acceptable in the context of current ecological understanding;*
- *respect clearly-established limits on development and contain the facility footprint within these limits;*
- *contribute to visitor appreciation and understanding of national parks;*
- *protect cultural heritage;*
- *demonstrate leadership in environmental management;*
- *provide adequate staff accommodation; and*
- *comply with environmental assessment obligations including consideration of cumulative effects and environmental management systems (EMS) to achieve no net negative environmental impact."* (Action Plan)

Progress to Date

- The Outlying Commercial Accommodation (OCA) Panel report is being reviewed in light of these principles.
- Some parks (e.g. Kootenay, Yoho, Lake Louise component of Banff) are undertaking reviews of their facilities and infrastructure, also in light of these principles and the broad directions set out in the Panel's report. The Kootenay/Yoho/Lake Louise Field Unit has set up a review committee and uses the principles as a foundation for reviewing proposed projects.
- Limits to growth have been established in the community plans and the mountain park management plans.
- Completed plans to recapitalize Georgian Bay Island's administration building in Honey Harbour, on the mainland, are being re-visited. The objective is to significantly reduce the operational footprint by removing certain warden service, interpretation and general works operations from the main park island to this one structure. The potential exists to remove seven large buildings.

Next Steps

- All proposed redevelopments are now reviewed in light of these principles.

Threat of Predators Called Fair Price for Life on the Edge

"Banff residents, still coping with grief and shock after the death of a local skier from a cougar attack, acknowledge that the threat from predators is the price to be paid for living on the edge of the wild. As national park officials captured a second cougar believed to be responsible for a rash of attacks on dogs around the town, visitors and townspeople defended the right of cougars to exist in the park... Park officials destroyed the cougar that attacked Ms. Frost... Mr. Syme said that park officials hope to capture and collar another two or three cougars. They will not be relocated. Environmentalists applauded the park's restraint in dealing with them. Gareth Thomson, the education director of the Calgary-Banff chapter of the Canadian Parks and Wilderness Society, said people should not expect perfect safety when they choose to live next to the wilderness."

Source:
Toronto Globe and Mail
Friday, January 5, 2001

Renewal of Parks Canada to Support the Ecological Integrity Mandate

Parks Canada is taking steps to align the organization more closely with the primary objective of protecting ecological integrity. In the short term, this involves providing staff with the training and tools to achieve this priority, clarifying accountabilities, ensuring that existing science informs decisions, and improving dialogue with staff. In the longer term, as funds become available, it will mean hiring additional Parks Canada scientists, planners and technicians. The goal is to ensure that ecological integrity is understood to be everyone's responsibility and the first priority in managing national parks.

Progress to Date

- The Outlying Commercial Accommodation (OCA) Panel report is being reviewed in light of these principles.
- Some parks (e.g. Kootenay, Yoho, Lake Louise component of Banff) are undertaking reviews of their facilities and infrastructure, also in light of these principles and the broad directions set out in the Panel's report. The Kootenay/Yoho/Lake Louise Field Unit has set up a review committee and uses the principles as a foundation for reviewing proposed projects.
- Limits to growth have been established in the community plans and the mountain park management plans.
- Completed plans to recapitalize Georgian Bay Island's administration building in Honey Harbour, on the mainland, are being re-visited. The objective is to significantly reduce the operational footprint by removing certain warden service, interpretation and general works operations from the main park island to this one structure. The potential exists to remove seven large buildings.

Next Steps

- All proposed redevelopments are now reviewed in light of these principles.

Threat of Predators Called Fair Price for Life on the Edge

"Banff residents, still coping with grief and shock after the death of a local skier from a cougar attack, acknowledge that the threat from predators is the price to be paid for living on the edge of the wild. As national park officials captured a second cougar believed to be responsible for a rash of attacks on dogs around the town, visitors and townspeople defended the right of cougars to exist in the park... Park officials destroyed the cougar that attacked Ms. Frost... Mr. Syme said that park officials hope to capture and collar another two or three cougars. They will not be relocated. Environmentalists applauded the park's restraint in dealing with them. Gareth Thomson, the education director of the Calgary-Banff chapter of the Canadian Parks and Wilderness Society, said people should not expect perfect safety when they choose to live next to the wilderness."

Source:
Toronto Globe and Mail
Friday, January 5, 2001

Renewal of Parks Canada to Support the Ecological Integrity Mandate

Parks Canada is taking steps to align the organization more closely with the primary objective of protecting ecological integrity. In the short term, this involves providing staff with the training and tools to achieve this priority, clarifying accountabilities, ensuring that existing science informs decisions, and improving dialogue with staff. In the longer term, as funds become available, it will mean hiring additional Parks Canada scientists, planners and technicians. The goal is to ensure that ecological integrity is understood to be everyone's responsibility and the first priority in managing national parks.

"We will establish the position of Executive Director, Ecological Integrity. This will be a full member of the Parks Canada Executive Board; will be the national functional leader for ecological integrity across the organization; will recommend the national science strategy; and will make regular reports on ecological integrity to the Board." (Action Plan)

Progress to Date

- The appointment of Nik Lopoukhine to the position of Executive Director, Ecological Integrity on June 27, 2000. Mr. Lopoukhine is an ecologist with extensive national and international experience.
- A Project Manager, Ecological Integrity Implementation and a Chief, Ecosystem Science have also been hired.

"We will ensure that adequate scientific advice is provided in decision-making at all management levels in Parks Canada." (Action Plan)

Progress to Date

- A National Parks Science Strategy Committee with representation from across the Agency has been established to determine long-term science requirements related to ecological integrity, including social science.
- Steps are being taken by all Field Units to ensure that science and ecosystem issues are represented at the management table by ensuring a ecosystem or science manager is part of the management team; the intention is to ensure that decisions are ecologically sound.

Next Steps

- Seek new resources to strengthen science capacity.

"We will reinforce the responsibilities and accountability of Parks Canada managers with respect to ecological integrity." (Action Plan)

Progress to Date

- The senior managers' competency profile and Statements of Qualifications for positions have been strengthened to more clearly reflect ecological integrity responsibilities.
- At the park level, an annual "public accountability" requirement with respect to implementation of the park management plan has been incorporated into the revised Parks Canada Guide to Management Planning.

Next Steps

- Strengthening of ecological accountabilities in annual business plan reviews.

"We will develop a national training and orientation program in ecological integrity for Parks Canada staff, managers and partners. This program will be implemented over the next two years." (Action Plan)

Progress to Date

- A national ecological integrity training program for Parks Canada staff has been designed and initiated. A pilot course was held in December. All staff will receive some basic training while the training for others will be more extensive.

- About $400,000 has been reallocated this fiscal year toward this priority initiative.
- Training initiatives are also being done at the local level; for example, summer interpretation and visitor services staff in Kejimkujik and in Georgian Bay Islands National Parks received training on ecological integrity messages.

Next Steps

- The national training and orientation program will be fully implemented over the next two years. If resources permit, this training will be extended to Parks Canada's partners.

"Parks Canada managers will facilitate an open discussion with staff about the implementation of this response to the Panel report. The ecological integrity training program will build on this dialogue. (Action Plan)

Progress to Date

- The Chief Executive Officer sent a letter to staff: "As ecological integrity is everyone's job, I encourage you to consider, in your work place, the most effective ways of implementing ... actions ... and of building the team effort that will be essential to our success."
- All Field Units have engaged managers and staff in a discussion of the Panel's report, the Action Plan and the implications to their particular Field Unit. Many Field Units and parks have taken extra steps. Examples include:
  - The Yukon Field Unit held a special one-day workshop and brought in a Panel member.
  - Terra Nova has challenged staff to think of ways of applying recommendations at their own work site.
  - Other parks took advantage of annual spring staff orientation sessions to highlight the report.
  - Some parks, such as Waterton Lakes, have set up multi-functional work units to implement particular recommendations.
  - Field Units throughout Quebec held employee information sessions where members of the Panel's secretariat gave presentations on the report and answered questions.
- Ecological integrity is a regular agenda item at Parks Canada Senior Management Forums.

Next Steps

- Continue the dialogue with staff, to ensure that ecological integrity is the first priority.
- Build ecological integrity considerations into staff accountability or performance reviews.

Longer Term Strategies and Related Funding Requirements

The Panel indicated that "Successful implementation of the various programs, initiatives and recommendations contained in Volume II of the Panel's report will require committed, long-term support from the federal government in terms of finances and resources. Parks Canada needs to support its dedicated employees through finding and assigning the financial and human resources required to further the cause of ecological integrity."

Many of the initiatives already under way and reported on above require additional funding for effective and full implementation. Further, many of the important recommendations of the Panel require increased funding for Parks Canada to even get started, to be followed by full implementation.

Subsequent to the release of the Panel's report in March 2000, strategies and funding to implement the Panel's recommendations have been pursued and are being considered as part of the government's budgeting process.

Increased funding is also needed to achieve Parks Canada's priority objectives related to fulfilling the government's commitment to extend the parks systems, and to protect Canada's investment in park assets and cultural resources. This report deals only with actions under way to secure the new long-term funds to improve ecological integrity in the national parks, but equal effort is being placed upon securing funds for the other two priority areas.

What the Panel Said About a Long-Term Strategy for Ecological Integrity

One of the Panel's main messages was that Parks Canada does not have the critical science capacity to manage for ecological integrity. The Panel recommends major new investments, totalling $328.3 million over five years and $85.5 million per year thereafter to address internal needs and work with external researchers, adjacent park communities, business interests and other residents of greater ecosystems in which national parks are located (Table 1).

Table 1: Funding Recommended by the Panel

$ Millions	2001/02	2002/03	2003/04	2004/05	2005/06	Total
Science and Planning						
Science Capacity	10.0	18.0	24.0	28.0	28.0	108.0
Staff Education	0.7	1.3	2.0	2.0	2.0	8.0
External Research Support	1.3	2.7	3.5	3.5	3.5	14.5
Conservation Data Centres	0.5	0.5	0.5	0.5	0.5	2.5
Emerging Issues Research	0.4	0.6	0.8	1.0	1.0	3.8
Monitoring & Rehabilitating						
Ecological Integrity Monitoring	0.8	1.6	2.4	3.2	3.9	11.9
Atmospheric Monitoring	1.2	0.6	0.6	0.6	0.6	3.6
Site Restoration	1.0	3.0	5.0	5.0	5.0	19.0
Fire Restoration	1.2	2.4	3.6	4.8	6.0	18.0
Building Partnerships						
Aboriginal Peoples	1.0	3.0	5.0	5.0	5.0	19.0
Regional Integration	10.0	15.0	20.0	20.0	20.0	85.0
Communicating to Canadians						
Interpretation and Outreach	2.5	5.0	7.5	10.0	10.0	35.0
Total	**30.6**	**53.7**	**74.9**	**83.6**	**85.5**	**328.3**

According to the Panel, the greatest challenge for Parks Canada will be to reorient its corporate culture to one that is more strongly focused on conservation. The Panel recommended that before any new funds are allocated, Parks Canada must improve its management of and accountability for ecological integrity by:

- ✔ establishing a senior executive responsible for ecological integrity as a full member of Parks Canada's Executive Board;
- ✔ developing a Charter with ecological integrity as a core value;
- ✔ developing an ecological integrity orientation program for all staff;
- ✔ revising park management planning guidelines to establish ecological integrity as the central element;
- ✔ gazetting wilderness zones in two national parks and announcing that the same will be done in all national parks within five years;
- ✔ revising guidelines to reorient marketing;
- ✔ revising the coding in the financial reporting system to track ecological integrity expenditures; and
- ✔ preparing a long-term strategy for ecological integrity.

These actions or preconditions have been met. It is now time to focus on the longer range picture.

An Overview of Parks Canada's Long-Term Strategy

Parks Canada has developed a long-term strategy for government consideration as part of the normal budget process. The strategy flows directly from the Panel's recommendations. Priority elements of Parks Canada's strategy are as follows:

Improving Operational Capacity

The Panel concluded that Parks Canada is critically under capacity in both the natural and social sciences and, therefore, cannot be confident of the degree of certainty related to ecological integrity decisions or the inherent risks.

The most effective way to deal with the uncertainty of nature is through the use of adaptive management. This approach requires that scientists be part of management teams to design management strategies as controlled experiments, predict their outcomes, monitor changes over the short and long term, and make modifications based on the knowledge gained to achieve desired results.

Monitoring and adaptation must be done continuously and in a timely way, varying from multi-year for human use management and impact mitigation, to hour to hour for fire or wildlife management. This cannot be achieved using only external expertise. For these reasons, Parks Canada's core science and technology capacities must be enhanced to provide for:

- updating and maintaining resource inventories and baseline data;
- identifying ecological integrity indicators, benchmarks and targets;
- monitoring, analyzing and providing advice to decision makers;
- incorporating ecological integrity considerations into park management plans;
- exercising a knowledgeable client role to identify the need for, supervise and evaluate contracted research and active management;

- undertaking sufficient applied research into specific threats to maintain up-to-date knowledge and develop career skills;
- assessing environmental impacts to ensure no net negative environmental impacts within townsites; and
- developing greater ecosystem partnerships by building relationships, assessing emerging issues, identifying specific project needs and evaluating results.

This enhanced capacity would provide Parks Canada with the ability to join Environment Canada and other science departments as full partners of cooperative projects such as UNESCO Biosphere Reserves and model forests. This enhanced capacity would also result in more timely and comprehensive advice in establishing the federal family of protected areas and their role as contributors to large scale ecosystem based proposals.

Monitoring and Rehabilitating Damaged Ecosystems

The Panel observed that there is a need to restore biological processes, landscape features and species where it seems reasonable that ecological integrity will be compromised without doing so. Areas requiring additional funding are fire restoration, site restoration, and ecological and atmospheric monitoring. Enhanced monitoring within national parks would allow for testing and refining indicators used in federal State of the Environment Reporting and sharing of protocols through the Ecological Assessment and Monitoring Network (EMAN).

The wide range and multi-year nature of the required mitigations strongly suggests that restoration work will be a long-term endeavour. For example, reducing the abundance of crested wheatgrass in Grasslands National Park required four years of experimental trials on small plots to arrive at a stage where large-scale treatments could be applied. Returning some of the character and function of native prairie to thousands of hectares of park land will take much longer.

The Panel contended that national parks are special places with the highest levels of natural resource protection; consequently, they should also be models of environmental sustainability with respect to park, townsite and commercial facilities.

When park infrastructure is recapitalized, improvements are made to meet current environmental standards. Leading-edge environmental technologies often exceed these standards and are typically more costly.

Parks Canada's strategy includes an approach to emphasize the greening of national park operations and infrastructure. Funds that are being sought to recapitalize existing facilities in the short term will allow us to meet existing standards. The long-term intention is for Parks Canada facilities and operational procedures to be models of leading-edge environmental management. There is an excellent opportunity to use national parks as showcase venues and proving grounds for cutting-edge environmental technologies. In particular, national park communities in future should serve as a network of exemplary environmental communities that can be showcased nationally and internationally. Parks Canada will work with other federal departments to achieve this vision through existing federal programs.

Communicating the Benefits of Ecosystem Conservation to Canadians

The Panel emphasized that interpretation and outreach are critical management tools for conveying the significance of protected areas and for raising public awareness of hard realities concerning the serious environmental problems affecting national parks. The challenge is to use scientific data from

research, monitoring and active management programs to develop meaningful learning experiences about appropriate and sustainable use. The desired outcomes are to change personal behaviours and motivate people to advocate ecosystem protection because it is relevant to their lives.

The Panel observed that not only does Parks Canada lack capacity to produce social and natural sciences information, but it has also lost many of the skilled professional interpreters needed to develop and deliver conservation messages. As well, some of the information, messages, facilities and media now being used are out of date; thus, they are often not successful in capturing people's attention.

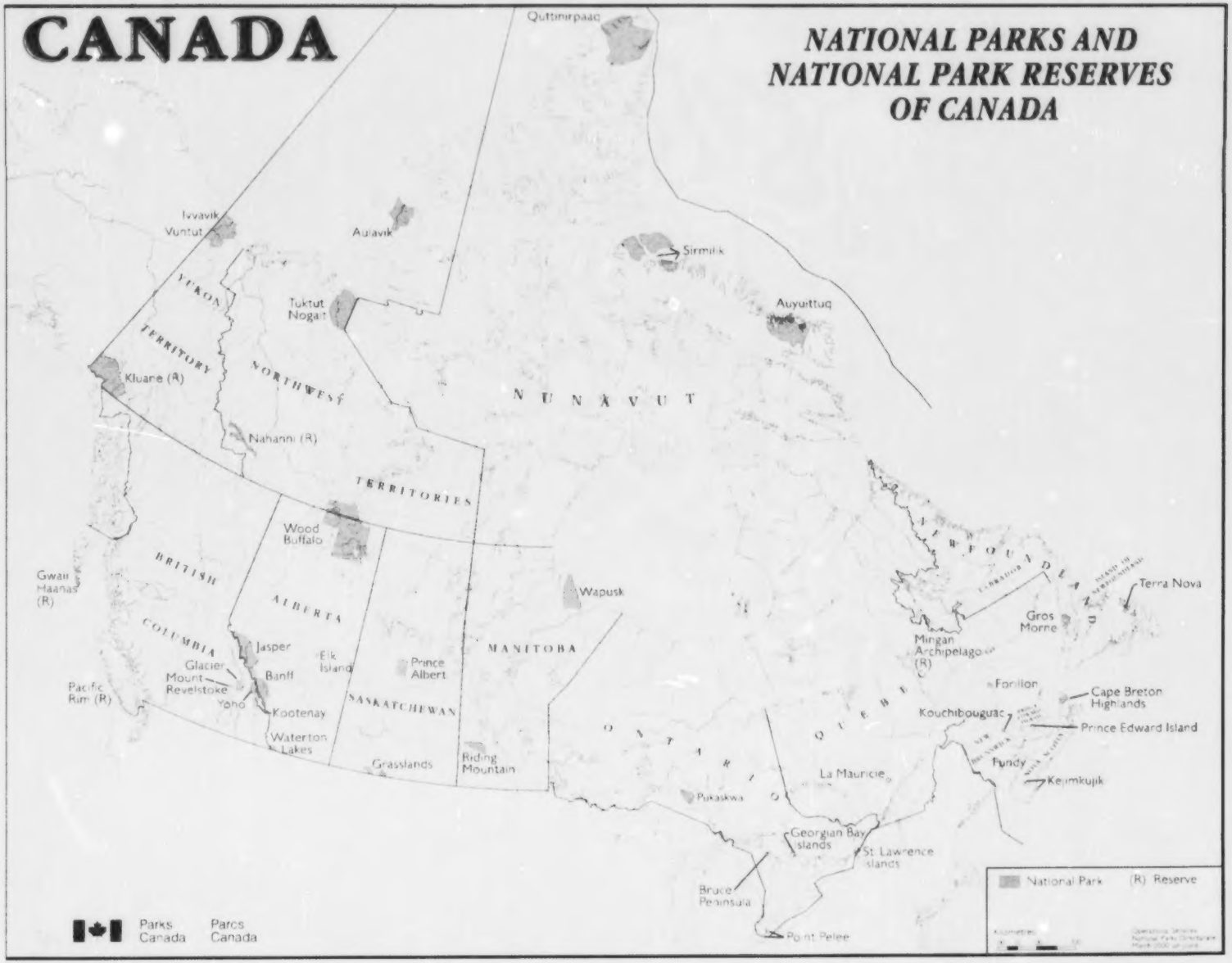
Parks Canada's strategy seeks funds to implement its Heritage Presentation Renewal Program. This would include further research to segment audiences and determine how best to communicate with them. It would also entail identifying the types of messages to which audiences are receptive and the most effective communication techniques, media and locations to deliver them. Other priorities include delivering messages in urban communities through community outreach programming and facilities; enhancing the content of Parks Canada's very successful Internet site; and reaching out to Canada's youth by developing school curricula jointly with teachers. The common building block for these priorities is a cadre of trained professionals to develop and deliver specific conservation messages. Re-establishing this capacity is central to the long-term strategy.

Building Partnerships in Support of Ecological Integrity

Throughout its report, the Panel recommended working cooperatively with governments, organizations and individuals (e.g. contracting with science institutes and universities to carry out research, jointly developing programs with heritage tourism operators to deliver conservation messages). However, in two instances, the Panel felt it was necessary to establish discrete funding sources to support partnerships: one in support of regional integration; the other to strengthen relationships with Aboriginal peoples.

Approximately 85 percent of the stresses affecting national parks are at least regional in scope and originate outside the national parks. In addition, significant elements of national parks' ecosystems, such as wildlife migration routes, extend beyond park boundaries. For these reasons, the ecological integrity of national parks can be maintained only by working within a greater ecosystem context. Such mechanisms as biosphere reserves and model forests are valuable for bringing people together to discuss ecosystem issues, and Parks Canada is seeking funding to sustain working relationships with community associations, volunteers and other conservation organizations to share scientific expertise and undertake concrete actions. Parks Canada needs additional resources to be able to expand efforts to work effectively with partners on a regional ecosystem basis.

While Parks Canada has greatly expanded its relationships with Aboriginal peoples, the Panel has recognized the need to go further. Thus, it recommends additional new funding to accelerate and sustain collaboration. This, too, is part of Parks Canada's long-term strategy. With new funds, the first priority would be to build effective ecological integrity partnerships through a process of healing, education and cultural awareness. Workshops and gatherings would be held to develop a shared vision for managing national parks and embracing nearby Aboriginal communities as a part of greater ecosystems. Cooperation on educational projects would involve public education about the role of Aboriginal peoples in ecosystems, Parks Canada staff awareness about Aboriginal culture and its role in ecological integrity and Aboriginal communities' awareness about ecosystem issues. With these building blocks in place, opportunities for Aboriginal communities to be engaged in ecosystem issues would be pursued.


CANADA
NATIONAL PARKS AND
NATIONAL PARK RESERVES
OF CANADA
Quttinirpaaq
Ivvavik
Vuntut
Aulavik
Sirmilik
Auyuittuq
Tuktut
Nogait
YUKON
TERRITORY
NORTHWEST
TERRITORIES
NUNAVUT
Kluane (R)
Nahanni (R)
Wood
Buffalo
Wapusk
Gwaii
Haanas
(R)
BRITISH
COLUMBIA
ALBERTA
MANITOBA
SASKATCHEWAN
Jasper
Elk
Island
Prince
Albert
Glacier
Mount
Revelstoke
Banff
Pacific
Rim (R)
Yoho
Kootenay
Waterton
Lakes
Grasslands
Riding
Mountain
Mingan
Archipelago
(R)
Gros
Morne
Terra Nova
Fortillon
Cape Breton
Highlands
Kouchibouguac
Prince Edward Island
Fundy
Kejimkujik
La Mauricie
Pukaskwa
Georgian Bay
Islands
St. Lawrence
Islands
Bruce
Peninsula
Point Pelee
ONTARIO
QUEBEC
Parks
Canada
Parcs
Canada
National Park
(R) Reserve

CANADA'S NATIONAL PARKS AND NATIONAL PARK RESERVES (R)

National Park/Reserve (R)	Year of Agreement	Year Established	Park Area (sq/km)
1) Banff, Alberta	–	1885	6,641.0
2) Glacier, British Columbia	–	1886	1,349.3
3) Yoho, British Columbia	–	1886	1,313.1
4) Waterton Lakes, Alberta	–	1895	505.0
5) Jasper, Alberta	–	1907	10,878.0
6) Elk Island, Alberta	–	1913	194.0
7) Mount Revelstoke, British Columbia	–	1914	259.7
8) St. Lawrence Islands, Ontario	–	1914	8.7
9) Point Pelee, Ontario	–	1918	15.0
10) Kootenay, British Columbia	–	1920	1,406.4
11) Wood Buffalo, Alberta, Northwest Territories	–	1922	44,802.0
12) Prince Albert, Saskatchewan	–	1927	3,874.3
13) Riding Mountain, Manitoba	–	1929	2,973.1
14) Georgian Bay Islands, Ontario	–	1929	25.6
15) Cape Breton Highlands, Nova Scotia	–	1936	948.0
16) Prince Edward Island, Prince Edward Island*	1937/51/74/98	1938	27.0
17) Fundy, New Brunswick	–	1948	205.9
18) Terra Nova, Newfoundland	1957/78/83/98	1957	399.9
19) Kejimkujik, Nova Scotia	1967	1974	403.7
20) Kouchibouguac, New Brunswick	1969/71/75	1979	239.2
21) Pacific Rim, British Columbia (R)**	1970/73/77/87/92	–	285.8
22) Forillon, Quebec	1970	1974	240.4
23) La Mauricie, Quebec	1970	1977	536.1
24) Pukaskwa, Ontario	1971/78	–	1,877.8
25) Kluane, Yukon Territory (R)	1972/93	1976	22,013.3
26) Nahanni, Northwest Territories (R)	1972	1976	4,765.2
27) Auyuittuq, Nunavut***	1972/93/99	1976	19,707.4
28) Gros Morne, Newfoundland	1970/73/78/83	–	1,805.0
29) Grasslands, Saskatchewan	1975/81/88/91/96	–	906.4
30) Mingan Archipelago, Quebec (R)	–	1984	150.7
31) Ivvavik, Yukon Territory	1984	1984	10,168.4
32) Quttinirpaaq, Nunavut***	1986/99	1988	37,775.0
33) Bruce Peninsula, Ontario	1987	–	154.0
34) Gwaii Haanas, British Columbia (R)	1987/88/90/93/94/96	1996	1,495.0
35) Aulavik, Northwest Territories	1992	–	12,200.0
36) Vuntut, Yukon Territory	1993	1995	4,345.0
37) Wapusk, Manitoba	1996	–	11,475.0
38) Tuktut Nogait, Northwest Territories	1996	1998	16,340.0
39) Sirmilik, Nunavut***	1993/99	–	22,252.0
		TOTAL	244,540.0

"Year of Agreement" refers to year of memorandum of understanding or federal/provincial agreement to establish a national park.

"Year established" refers to year park was formally created by Order-in-Council, proclamation or enactment.

(R) National Park Reserve: A national park reserve is an area set aside as a national park pending settlement of any outstanding Aboriginal land claim. During this interim period, the *National Parks Act* applies and traditional hunting, fishing and trapping activities by Aboriginal peoples will continue. Other interim measures may also include local Aboriginal people's involvement in park reserve management.

* The 1937/51 documents are land conveyances, rather than full agreements
** Park area measurement includes land component only
*** Park area measurement pending review by Surveyor General

Land withdrawn for future national parks	Year of withdrawal	Area (sq/km)
East Arm of Great Slave Lake	1970	7,150.0
Tuktut Nogait, Northwest Territories	1995	11,850.0
Ukkusiksalik (Wager Bay), Nunavut	1996	23.600.0
Northern Bathurst Island, Nunavut	1996	8,700.0
	TOTAL	51,300.0
	GRAND TOTAL	295,840.0

PART 2:

ACTIONS TO ADDRESS THE RECOMMENDATIONS OF THE ECOLOGICAL INTEGRITY PANEL

Part 2 of this report describes the actions that have been taken, are being taken and/or will be taken in response to the 127 recommendations of the Ecological Integrity Panel. This information is presented in a table, organized according to the chapters of the Ecological Integrity Panel's report. There is one entry in the table for each recommendation, but, for the sake of brevity, the many sub-recommendations found in the report are not reprinted here. Nevertheless, Parks Canada recognizes the importance of the sub-recommendations and the actions described here are intended to address them as well as the main recommendation.

In reporting on progress, the following definitions have been used:

DONE: Action to implement the recommendation is substantially complete.

UNDER WAY: Initial direction has been established **and** action will be progressively implemented **or** more work is required before implementation can be completed.

FUNDING: The recommendation cannot be implemented without additional resources and is the subject of a funding request.

In a very few cases, none of these definitions apply.

Chapter 1: A Sacred Trust		
Panel Recommendation	**Considerations**	**Action**
(1-1) We recommend this revised definition of ecological integrity: "An ecosystem has integrity when it is deemed characteristic for its natural region, including the composition and abundance of native species and biological communities, rates of change and supporting processes."		**DONE.** The new *Canada National Parks Act* contains the following definition of ecological integrity: "with respect to a park [ecological integrity means] a condition that is determined to be characteristic of its natural region and likely to persist, including abiotic components and the composition and abundance of native species and biological communities, rates of change and supporting processes."

Chapter 2: Toward a Culture of Conservation		
Panel Recommendation	**Considerations**	**Action**
(2-1) To assist in transmitting this message we recommend that the Minister ensure that Bill C-70, or its successor, states clearly and without qualification that protecting ecological integrity is the first priority of national parks and that Parks Canada can achieve this purpose through managing for ecological integrity.		**DONE.** The new *Canada National Parks Act* clearly states that ecological integrity is the first priority for national parks. Article 8(2) states that "maintenance or restoration of ecological integrity, through the protection of natural resources and natural processes, shall be the first priority of the Minister when considering all aspects of the management of parks."

PART 2:

ACTIONS TO ADDRESS THE RECOMMENDATIONS OF THE ECOLOGICAL INTEGRITY PANEL

Part 2 of this report describes the actions that have been taken, are being taken and/or will be taken in response to the 127 recommendations of the Ecological Integrity Panel. This information is presented in a table, organized according to the chapters of the Ecological Integrity Panel's report. There is one entry in the table for each recommendation, but, for the sake of brevity, the many sub-recommendations found in the report are not reprinted here. Nevertheless, Parks Canada recognizes the importance of the sub-recommendations and the actions described here are intended to address them as well as the main recommendation.

In reporting on progress, the following definitions have been used:

DONE: Action to implement the recommendation is substantially complete.

UNDER WAY: Initial direction has been established **and** action will be progressively implemented **or** more work is required before implementation can be completed.

FUNDING: The recommendation cannot be implemented without additional resources and is the subject of a funding request.

In a very few cases, none of these definitions apply.

Chapter 1: A Sacred Trust		
Panel Recommendation	**Considerations**	**Action**
(1-1) We recommend this revised definition of ecological integrity: "An ecosystem has integrity when it is deemed characteristic for its natural region, including the composition and abundance of native species and biological communities, rates of change and supporting processes."		**DONE. The new *Canada National Parks Act* contains the following definition of ecological integrity: "with respect to a park [ecological integrity means] a condition that is determined to be characteristic of its natural region and likely to persist, including abiotic components and the composition and abundance of native species and biological communities, rates of change and supporting processes."**

Chapter 2: Toward a Culture of Conservation		
Panel Recommendation	**Considerations**	**Action**
(2-1) To assist in transmitting this message we recommend that the Minister ensure that Bill C-70, or its successor, states clearly and without qualification that protecting ecological integrity is the first priority of national parks and that Parks Canada can achieve this purpose through managing for ecological integrity.		**DONE. The new *Canada National Parks Act* clearly states that ecological integrity is the first priority for national parks. Article 8(2) states that "maintenance or restoration of ecological integrity, through the protection of natural resources and natural processes, shall be the first priority of the Minister when considering all aspects of the management of parks."**

Chapter 2: Toward a Culture of Conservation *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(2-2) In accordance with section 16 (1) of the Parks Canada Agency Act, we recommend that within a six-month time frame, Parks Canada initiate the revision of the existing draft Charter that addresses the core values of the organization as they relate to the primary objectives and core mandate. For the National Parks Directorate of the Parks Canada Agency these core values should revolve around the concept of ecological integrity. To ensure that this Charter is understood and adopted by all staff and is reflective of the primary objective, Parks Canada should adopt a bottom-up process for developing the Charter by seeking input from staff at all levels of the organization.	A charter will provide Parks Canada staff and the Canadian public with a clear statement of the values that are fundamental to Parks Canada's mandate, including the primacy of ecological integrity in national park management, and the principles that govern Parks Canada services to the public.	**UNDERWAY.** A draft of the Parks Canada Agency Charter was distributed to staff for comments in July 2000 and, subsequently, to stakeholders. It is intended that the Charter will be discussed at the first Round Table held pursuant to the *Parks Canada Agency Act* and approved subsequent to the event.
(2-3) We recommend that within six months Parks Canada begin a process to move away from the language of business and adopt a language that emphasizes ecological integrity and conservation.	The various "business" terms cited are in general government use and are widely accepted, or are defined in legislation, such as the *Parks Canada Agency Act.*	Parks Canada will continue to use standard government terms but will emphasize its conservation mandate in its communications activities. For example, we will continue to use the terms "CEO", "business plan" and "revenue."
(2-4) We recommend that Parks Canada develop a detailed and ongoing program for ecological integrity orientation and training, with initial delivery to be completed within 18 months by all current employees (including contract employees, co-operating associations, partners, and co-operators such as commercial operators within parks). Make this training part of every new employee's orientation package. Conduct a third-party audit of the orientation program after three years to assess the status and future needs for the program.	Training for ecological integrity in the past was directed toward a relatively small number of staff in specialized functions (e.g. the Warden Service), within Parks Canada.	**UNDER WAY.** An ecological integrity training and orientation program has been developed. Pilot testing of the program took place in December. All staff will participate in the program within the next 19 months. The program will be thoroughly evaluated following its implementation.

Chapter 2: Toward a Culture of Conservation *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(2-5) We recommend that Parks Canada examine and evaluate the existing structure and its implications for achieving ecological integrity requirements for national parks. In any structural re-organization we suggest the following guiding criteria be used to achieving the objectives required of ecological integrity ...		**UNDERWAY.** The following actions have been taken: • Executive Director of Ecological Integrity, Project Manager, Ecological Integrity Implementation, and Chief, Ecosystem Science hired; • Heritage Presentation, education and outreach combined with External Relations to foster consistent visioning and messaging; • In the process of strengthening various accountability systems as recommended by Panel. No further major structural changes are contemplated.
(2-6) We recommend that Parks Canada take steps associated with staffing and training to ensure that protecting ecological integrity becomes the primary concern of every person in the organization. Such steps include ...	Protecting ecological integrity has not traditionally been seen as the primary concern for all staff in Parks Canada. Significant efforts over the long term will be required to bring about the changes envisioned.	**UNDER WAY.** Parks Canada has strengthened the competency profile and Statements of Qualifications for senior managers' positions to more clearly reflect ecological integrity responsibilities. Parks Canada will, where applicable: • strengthen job descriptions and recruitment criteria to reflect ecological integrity knowledge and expertise; • strengthen the evaluation of the ecological integrity element of job performance. Scientists will be more directly involved in decision making with a priority put on bringing science advice to park management. Parks Canada has created the position of Executive Director, Ecological Integrity. The Executive Director is a full member of the Parks Canada Executive Board and is the senior official on all executive decisions related to ecological integrity. These actions will be coupled with orientation and training in ecological integrity for all staff as described above.

Chapter 2: Toward a Culture of Conservation *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(2-7) We recommend that Parks Canada improve accountability mechanisms within the organization to ensure progress toward the goal of protecting ecological integrity. Mechanisms include ...	Existing accountability mechanisms, such as annual evaluations, can be improved. There are also opportunities to explore additional measures, in such areas as recognition and rewards, as recommended.	**UNDER WAY.** Parks Canada will pursue the specific recommendations. For example, a new, park-level State of the Park Report will be required at the outset of each management planning cycle, as recommended in Chapter 3. An awards program, to recognize staff excellence in contributing to the ecological integrity of Canada's national parks, will be launched in the coming year. Additional training related to the coding of expenditures has been put in place, with strengthened emphasis on the accuracy of coding to ensure the integrity of data.
(2-8) At all levels of decision making, we recommend that Parks Canada adopt a transparent and open decision-making process including formal records of decision and a strategy to communicate the rationale for decisions.	This is fundamental to Parks Canada's objectives. There are opportunities for improvement.	**UNDER WAY.** The Chief Executive Officer will encourage all managers to involve staff more effectively in decision making and to communicate the rationale for the decisions that are made.
(2-9) We recommend that Parks Canada open dialogue about the management and maintenance of ecological integrity by ...	Staff have been very interested in Parks Canada's response to the Panel's report and a broad dialogue about ecological integrity issues has been initiated. There is widespread support for moving forward to enhance Parks Canada's capacity to protect ecological integrity.	**UNDER WAY.** Each manager has held discussions with staff about the Ecological Integrity Panel report and Parks Canada's response to it. The objective has been to encourage employees to express their professional views about the issues and to increase their understanding of the directions being taken. The ecological integrity training and orientation program will build on this dialogue. In an effort to protect ecological integrity, Parks Canada will advocate in support of national park interests in a planned and professional manner whenever proposed developments might have impacts on the park. The full extent and timing of action in this one respect are subject to the availability of new funding.

Chapter 3. Planning for Ecological Integrity		
Panel Recommendation	**Considerations**	**Action**
(3-1) We recommend that Parks Canada adopt an adaptive management approach ... at both national- and park-level scales of planning and management, such that ...		**UNDERWAY.** The revised Parks Canada Guide to Management Planning emphasizes plan monitoring and evaluation, the basis for adaptive management. The benefits of this approach should be evident within 2-5 years, as new plans are prepared and implemented.
(3-2) We recommend that Parks Canada simplify the parks planning process ... to ...		**DONE.** Revisions to the Parks Canada Guide to Management Planning have clarified the planning process and reinforce the primacy of ecological integrity in the preparation and implementation of plans.
(3-3) We recommend that the Park Management Plan become a fundamentally new document, such that ...		**UNDERWAY.** The revised Parks Canada Guide to Management Planning requires consolidation of the Ecological Integrity Statement and the strategic elements of the Ecosystem Conservation Plan into the management plan, as recommended by the Panel. The new *Canada National Parks Act* requires the preparation of a management plan for each national park containing a long-term ecological vision for the park, a set of ecological integrity objectives and indicators, and provisions for resource protection and restoration, zoning, visitor use, public awareness and performance evaluation.
(3-4) We recommend that, with respect to strategic planning at the national level, Parks Canada establish a new strategic plan for managing the national system of parks for ecological integrity (see Recommendation 8-2).	The main thrust of this recommendation is focused on the development of more effective partnerships to expand the many systems of protected areas nation-wide, and to ensure that new protected areas are in the most crucial areas from an ecological perspective. Parks Canada staff are working with other levels of government, Aboriginal organizations, and other interests to negotiate future national parks to complete the national park system. While this collaborative approach is being strengthened, it is not felt that a new strategic plan document is required, as there are still significant gaps in the current National Parks System Plan.	The National Parks System Plan will continue to guide national park establishment work. Governments will continue to coordinate collaborative work and national-level strategic thinking on Canada's protected area networks through the Federal-Provincial Parks Council and with other federal departments responsible for protected areas. Parks Canada and Environment Canada have initiated discussions about collaboration on a broad nature agenda that could meet the spirit of the recommendation within the federal government.

Chapter 3. Planning for Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(3-5) We recommend that Parks Canada establish formal, mandatory monitoring and evaluation processes (Recommendation 6-8) at the scale of individual parks prior to each new cycle of park management planning, by requiring a report from each park about the state of ecological integrity in the park and the surrounding greater ecosystem, to ...	Reports produced by two parks — Fundy and Waterton Lakes — currently serve as examples.	**UNDERWAY.** The revised Parks Canada Guide to Management Planning directs that a five-year State of the Park Report be prepared for each park, focused on the state of the park ecosystems and the effectiveness of management actions. This report will provide a basis for subsequent management planning.
(3-6) We recommend increased funding for renewing a planning core within Parks Canada (Recommendations 4-1 and 13-2) that is ...	While there has been some hiring with respect to the planning function, real progress toward implementation of this recommendation awaits the availability of new funding.	**UNDER WAY - FUNDING.** New funds are being sought to hire staff for renewal of the planning core through the implementation strategy that has been prepared for government consideration as part of the normal budget process.
(3-7) We recommend that Parks Canada phase out separate Ecological Integrity Statements and Ecosystem Conservation Plans when they become integral to new, revised Park Management Plans (Recommendation 3-3). By this action, maintenance of ecological integrity will become the fundamental goal of park management planning, and the strategic plan will be linked explicitly to policy.	Sub-recommendations refer in addition to the need to include the long-term ecological vision for the park in the plan, as well as to indicate the park's present ecological state and set out a comprehensive group of indicators and performance targets.	**UNDERWAY.** The revised Parks Canada Guide to Management Planning makes it clear that ecological integrity is the core element permeating the management plan, and is the first priority. As well, the new *Canada National Parks Act* sets new standards for park management plans with respect to ecological integrity. See also actions for 3-1, 3-2 and 3-3.
(3-8) We recommend that Parks Canada provide guidelines on how to develop adequate objectives and indicators for individual parks, which will permit an effective evaluation of progress toward the vision and goals of the Park Management Plan. Conservation scientists should be part of the team that prepares the Park Management Plan. Clearly-defined and measurable objectives will assure the quality of the plan as an accountability tool and the implementation of an adaptive management approach. Formulation of objectives should take long-term outcomes into account to assess progress toward the park vision, and outline medium-term targets to implement specific actions.		**UNDER WAY.** The new *Canada National Parks Act* requires the preparation of a management plan for each national park containing a set of ecological integrity objectives and indicators, and provisions for performance evaluation. The revised Parks Canada Guide to Management Planning directs that objectives and indicators be developed that will permit evaluation of progress. It also indicates that a conservation biologist should be part of the planning team.

Chapter 3. Planning for Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(3-9) We recommend that Parks Canada develop national guidelines and associated training for planners and senior managers to successfully protect and integrate the primary objective of Parks Canada's mandate into public involvement processes, that meet the following criteria ...		**UNDER WAY.** The revised Parks Canada Guide to Management Planning for the first time sets out 14 key elements of effective consultation and program design. Training programs on this topic are intended for the future.
(3-10) We recommend that Parks Canada revise the present zoning system and methods for zoning in order to help designate, through planning, areas within parks based principally on their significance for maintaining or restoring ecological integrity and on their ecological sensitivity.		**UNDER WAY.** The revised Parks Canada Guide to Management Planning emphasizes that ecological integrity factors will be the most important consideration in zoning. Refinements will be implemented progressively.
(3-11) We recommend that within six months, there be an Order-in-Council to convert existing wilderness zones (Zone 2 areas) in national parks into legally designated wilderness as provided by the National Parks Act.	The broad intent of this recommendation – to accelerate the declaration of wilderness areas – will be met by placing increased emphasis on declaring the wilderness areas of national parks on an individual basis, following extensive consultation during management planning. See 3-12 below.	**UNDERWAY.** Wilderness areas have been declared in the four contiguous mountain parks. *An Action Plan for the Declaration of Wilderness Areas in National Parks* has been developed to guide the designation of wilderness areas in most other national parks as management plans are either prepared for the first time or revised.
(3-12) We recommend that the Minister seek, through Bill C-70 or its successors, to amend Section 14 of the National Parks Act to empower the Minister to make the necessary wilderness regulations rather than requiring an Order-in-Council through Cabinet Committee. We further recommend that an Order-in-Council be required to remove any wilderness designated through these regulations. Suggested wording for Bill C-70 is in Appendix C.	The policy of the federal government is that regulation-making powers should be vested in the Governor in Council. The new *Canada National Parks Act* includes a provision that will speed the declaration of wilderness through setting a time restriction.	This has been implemented to the extent possible. The new *Canada National Parks Act* directs that "Where a new or amended management plan sets out an area of a park for declaration as a wilderness area, the Minister shall recommend such declaration to the Governor in Council within one year after the plan or amendment is tabled under section 11."
(3-13) We recommend that Parks Canada fold the strategic components of Ecosystem Conservation Plans, with Ecological Integrity Statements, from this tier into revised Park Management Plans (Recommendation 3-3) at the strategic tier and discontinue the use of Ecosystem Conservation Plans and Ecological Integrity Statements as separate documents.		**DONE.** The revised Parks Canada Guide to Management Planning requires consolidation of the Ecological Integrity Statement and the strategic elements of the Ecosystem Conservation Plan into the management plan, as recommended by the Panel.

Chapter 3. Planning for Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(3-14) In an effort to move away from the language of business, we recommend that Parks Canada stop using the term "Business Plan" and refer instead to "Implementation Plans" (Chapter 2).	Use of the term "business plan" is widely accepted in all government sectors and has a generic application to all types of programs. Change of the term could create confusion.	While "business plans" will continue to be the document adjusted annually and used to implement management plans, it has been clarified that they will include actions related to ecological integrity as a first priority in the management of national parks. Ecological integrity is central to management plans, and consequently to business plans as well.
(3-15) We recommend that Parks Canada revise the present format of Implementation (Business) Plans to also become comprehensive accountability tools for maintenance and restoration of ecological integrity. The tactical components of Ecosystem Conservation Plans should be outlined in the Implementation Plan and elaborated in individual Operational Plans for specific projects as means to achieve and maintain ecological integrity. Operational Plans should be considered appendices to the Implementation Plan, thus making explicit the links from the Guiding Policies and Principles and strategic Park Management Plans to action-oriented work plans through Implementation Plans (Figure 3-3). The Implementation Plan should describe...	See 3-14 concerning the intended focus of business plans on ecological integrity actions and 3-3 concerning incorporation of the strategic elements of Ecosystem Conservation Plans into management plans. The "tactical" or detailed planning needed to implement specific projects will continue to be carried out as needed, although the resulting documents may not necessarily be called "Operational Plans."	**UNDER WAY.** Management plans, business plans, and any subsequent detailed plans that may be necessary will be clearly linked and will be accountability tools for the maintenance or restoration of ecological integrity. The revised Parks Canada Guide to Management Planning calls for a summary of planned actions to be included with each plan, to assist in tracking results and monitoring plan implementation. The summary will assist in linking management and business plans. Ecological integrity is a key factor considered in reviewing business plans.
(3-16) We recommend that Parks Canada review the length of the cycle for implementation planning with a view to making it commensurate with the length of the cycle for strategic planning, such that each new implementation planning cycle immediately follows and is guided by new Park Management Plans. This will facilitate better linkages between strategic and implementation planning.	The crux of the Panel's concern seems to be that the park management plan has a five-year cycle, while the business plan (the key implementation document for a management plan) has a three-year cycle. The business plan, however, is reviewed and adjusted annually.	**UNDERWAY.** Parks Canada will continue to seek to improve business plans and improve links to management plans (thus facilitating links between the strategic and the implementation documents). Business plans will continue on a three-year cycle.

Chapter 3. Planning for Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(3-17) We recommend that Parks Canada designate stand-alone work plans as "Operational Plans" under the umbrellas of the strategic and implementation plans to facilitate better linkage between strategic directions and on-the-ground activities to achieve ecological integrity objectives. This can be done by adding Operational Plans as appendices to the Implementation Plan, thus forcing the Implementation Plan to refer explicitly to them as well as to strategic Park Management Plans.	These links between management plans, business plans and work plans or other detailed plans are already in place, though the terminology is not as recommended by the Panel.	**UNDERWAY.** Management plans, business plans, and any subsequent detailed plans that may be necessary will be clearly linked and will be accountability tools for the maintenance or restoration of ecological integrity.
(3-18) We recommend that Parks Canada annually report about progress to maintaining and restoring ecological integrity in individual parks to provide a short-term feedback loop at the park level ... A formal, mandatory Annual Plan Implementation Report should be available to the public using appropriate public involvement mechanisms. (This report could be simply a compendium of the annual reports on individual Operational Plans.) The Annual Plan Implementation Report should be short and designed to facilitate easy "roll up" into a mandatory five-year report on the state of ecological integrity in the park (Recommendation 3-5) prior to the beginning of the next park management planning cycle.	This requirement was initially built into the Banff Management Plan in 1998.	**UNDERWAY.** The revised Parks Canada Guide to Management Planning requires that each park prepare an annual implementation report on the management plan. This can be linked to the requirement that already existed for an annual report on the accomplishments of the previous year's business plan. (This report on accomplishments helps monitor key priorities, and is used in performance appraisals of senior managers.)
(3-19) We recommend that the basic elements of a new National Strategic Plan should be similar to those proposed for revised Park Management Plans (see above), but scaled to the national level, and particularly include ...	This recommendation includes reference to establishing indicators and targets for the broad national family of protected areas, including national parks. The response to this recommendation is part of longer range thinking that will be undertaken to consider national-level indicators and targets for the national park system. Some initial work has been done as part of earlier Parks Canada State of the Parks Reports. See also 3-4.	Additional work in this area is dependent upon new funds and would be done in cooperation with other protected areas agencies, especially Environment Canada (see 3-4).

Chapter 3. Planning for Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(3-20) With respect to implementation planning at the national level, we recommend that Parks Canada revise the Corporate Plan along lines conceptually similar to those suggested for Implementation (Business) Plans (Recommendation 3-15), especially so that business lines and service lines better reflect the principal objective of national parks with respect to ecological integrity and to better track the allocation or resources to the maintenance and restoration of ecological integrity. Develop Corporate Plans to achieve national-level targets for indicators of ecological integrity.	The current framework for preparing the Corporate Plan emphasizes the key importance of ecological integrity.	**UNDER WAY.** The Annual Report on the 1999–2000 Corporate Plan, and the Corporate Plan for 2000–2001 both refer to the Panel's landmark report and emphasize the priority for addressing ecological integrity. The need to secure additional funding to fully implement the recommendations is also highlighted. Changes will continue to be considered in future. Corporate-level reports are being produced to ensure that ecological integrity is highlighted and reported on in the most effective way. Training has been provided to administrative officers to ensure that spending on ecological integrity initiatives is properly tracked.
(3-21) With respect to evaluation and reporting at the national scale, we recommend that Parks Canada continue to produce the State of the Parks Report, but ...	Sub-recommendations call for adapting the report in future to better address progress related to ecological integrity, and changing the cycle from each two years to each five years to better align with the overall Parks Canada planning, evaluation and reporting cycle.	The report will continue to be produced on a two-year basis in keeping with the legislation establishing the Parks Canada Agency ("31. At least every two years, the Chief Executive Officer shall provide the Minister with a report, to be tabled in each House of Parliament, on the state of national parks, national historic sites and other protected heritage areas and heritage protection programs, and on the performance of the Agency in carrying out its responsibilities under section 6.") However, in keeping with the spirit of the recommendation, a major focus will be placed on ecological integrity every four years when measurable change and progress can be reported. Strengthening of reporting will occur progressively subject to the availability of additional supporting resources. Note that this report is now called the State of Protected Heritage Areas Report as it encompasses all Parks Canada programs.

Chapter 3. Planning for Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(3-22) To those ends, we recommend that Parks Canada create an enhanced role for regional Service Centres to ensure that national-, regional- and park-level planning, implementation, evaluation and reporting is co-ordinated and mutually supportive (Chapters 2 and 4).	Parks Canada supports the principle of planning, implementation and evaluation occurring at different levels within the organization that are mutually supportive.	**UNDER WAY - FUNDING.** An enhanced role of the Service Centres with respect to planning and managing for ecological integrity has been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of enhancing the Service Centres' role are subject to the availability of new funding.

Chapter 4. Building Capacity for Learning and Education		
Panel Recommendation	**Considerations**	**Action**
(4-1) We recommend that Parks Canada significantly upgrade internal learning capacity, including the natural sciences and social sciences, planning, interpretation, environmental assessment, and the capacity to effectively build regional liaisons. This upgrade will require an investment similar to the magnitude of the national park allocation of the Green Plan. Parks Canada cannot hope to understand and manage for ecological integrity with current level of investment in science expertise. Upgraded internal science capacity is required at all levels — the National Office, regional Service Centres and park level. The Panel estimates the cost of this significant upgrade in science capacity to be $28 million per year in additional funding (Chapter 13). In the Panel's opinion, improving Parks Canada's science capacity is a critical step. Methodological issues such as monitoring, data management and research will automatically improve once science capacity is upgraded. (These issues are discussed further in Chapter 6.)	The Panel recommended an ideal, minimum complement of science and technology (S&T) workers for Service Centres, the national office and parks, the latter according to their geographic size and the complexity of their issues. Allowing for typical costs associated with S&T salaries, benefits, administrative overheads and operating expenditures, Parks Canada calculates that the Panel's estimates are low; an additional $6 million per year will be required by year five, for a total of $34 million per year. The proposed increased S&T capacity would be engaged in the delivery of many of the other Panel recommendations. It would also provide Parks Canada with the capacity to join Environment Canada and other science departments as full partners of cooperative projects such as UNESCO Biosphere Reserves and model forests. This enhanced capacity would also result in more timely and comprehensive advice in establishing the federal family of protected areas and their role as contributors to large scale ecosystem based proposals.	**UNDER WAY - FUNDING.** Parks Canada has addressed the Panel's recommendations for upgrading capacity in the natural and social sciences in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of upgrading capacity are subject to the availability of new funding.

Chapter 4. Building Capacity for Learning and Education *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(4-2) We recommend that Parks Canada manage and upgrade its science capacity by ...	The Panel recommended a multi-faceted strategy for the application of an enhanced S&T capacity to park management. These include establishing regional and national science advisory boards, strengthening Service Centres, and an educational development program for staff.	**UNDER WAY - FUNDING.** Measures to upgrade Parks Canada's science capacity are included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of upgrading capacity are subject to the availability of new funding.
(4-3) We recommend that Parks Canada significantly increase formal contact with Canadian universities by establishing a system of 10 co-operative study units specializing in ecosystem science and protected area management (estimated cost $3 million per year, see Chapter 13).	Parks Canada has agreements with several universities and has explored different cooperative approaches appropriate to limited budgets. Additional initiatives in this area would need to build upon and respect these existing agreements. The Panel's model for cooperative study units is based on the American Cooperative Ecosystem Studies Units, in which universities and academic consortia bid for funds in a competitive and peer-reviewed process. Parks Canada will need a strong, independent review capacity to manage such a process.	**UNDER WAY - FUNDING.** The creation of cooperative study units has been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process, recognizing the desire to form science partnerships with academia, government and Aboriginal groups. The extent and timing of establishing the cooperative study units recommended are subject to the availability of new funding.
(4-4) We recommend that Parks Canada facilitate contact with the larger university and education community by ...	Across the system of national parks, individual parks have developed a variety of effective relationships with universities and colleges on a case-by-case basis. These relationships have evolved to suit the needs of all parties, given available resources and specific project requirements. Additional initiatives in this area must build upon these existing relationships.	**UNDER WAY - FUNDING.** Initiatives to enhance contact with the larger academic community have been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of implementation of these initiatives are subject to the availability of new funding.
(4-5) We recommend that Parks Canada re-establish and/or revitalize memoranda of understanding or research agreements with government research agencies to expand research capacity and ensure that joint projects receive stable funding.	Within its limited financial and human resource capacity, Parks Canada works with numerous federal and provincial departments and agencies in the context of conservation data centres, species at risk, model forests, ecological inventories and monitoring, air and water monitoring, geomatics data sharing, paleontological research, marine fish and mammal studies and management, and many other disciplines. Additional initiatives in this area must build upon these existing relationships.	**UNDER WAY - FUNDING.** Parks Canada is working to re-establish memoranda of understanding (MOUs) with other government science agencies and departments as appropriate to its mandate. The first such MOU, with the Canadian Forest Service, has been negotiated and preliminary discussions have been held with Environment Canada. The extent of additional resources for such partnerships is subject to the availability of new funding.

Chapter 4. Building Capacity for Learning and Education *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(4-6) We recommend that Parks Canada establish partnership agreements with interested Aboriginal peoples, enabling national parks to co-operate with Aboriginal peoples to increase knowledge and understanding of ecological integrity in national parks and historic sites.	This type of cooperation is in place in most new park agreements and with some local and regional First Nations organizations.	**UNDER WAY - FUNDING.** Enhanced initiatives in this area are included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of implementation of these initiatives are subject to the availability of new funding.
(4-7) We recommend that Parks Canada work with partners in provincial, territorial, and municipal park systems, universities, non-governmental organizations and the private sector to collectively fund the systematic establishment of regional science advisory committees, and to participate in annual "Parks Research Forum" series across Canada, based on the Ontario model.	Parks Canada endorses these ways to enhance the flow of science advice and results between it and the broader science community. Several national parks (e.g. Glacier, Kouchibouguac, Elk Island, Kejimkujik) already have science advisory committees and have held science fora.	**UNDER WAY - FUNDING.** This has been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of implementation are subject to the availability of new funding.

Chapter 5. The Need for Active Management and Restoration		
Panel Recommendation	**Considerations**	**Action**
(5-1) We recommend that Parks Canada formally reaffirm that active management is an important part of conserving ecological integrity in all national parks. Active management can be used as a fundamental conservation tool as long as the following conditions are met ...	Parks Canada currently pursues active management where necessary and where resources permit. For example, Point Pelee and Jasper have been addressing invasive alien species and many parks participate in species reintroduction programs under the RENEW (Recovery of Nationally Endangered Wildlife) program. The current policy states that when park ecosystems have been seriously altered by human activities and natural processes alone cannot achieve restoration objectives, intervention may be warranted.	**DONE.** The new *Canada National Parks Act* states that "maintenance or *restoration* of ecological integrity...shall be the first priority..." in park management. Active management is the cornerstone of the implementation strategy that has been prepared for government consideration as part of the normal budget process and is embedded in the revised Parks Canada Guide to Management Planning. The extent and timing of increased active management measures are subject to the availability of new funding.
(5-2) We recommend that, in appropriate parks, Parks Canada actively manage to restore fire, within an adaptive management framework, to 50 per cent of the long-term average, using the following means ...	A national fire management program is already in effect in national parks. To date, Parks Canada has achieved 10 percent of long-term historical average.	**UNDER WAY - FUNDING.** Measures to address this recommendation have been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of implementation of these measures are subject to the availability of new funding.

Chapter 5. The Need for Active Management and Restoration *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(5-3) We recommend that Parks Canada be active in species restoration and that Parks Canada must have the required new resources.	Parks Canada is a full and active participant in CESCC (the Ministerial-level Canadian Endangered Species Conservation Council), RENEW and COSEWIC (the Committee on the Status of Endangered Wildlife in Canada), and in the efforts, led by Environment Canada, to further develop the national strategy for the recovery of species at risk. Current species restoration efforts are undertaken on a park-by-park basis in the context of park management plans. An Agency-wide program is being developed to respond to system-wide issues involving species at risk.	**UNDER WAY - FUNDING.** In August 2000, Parks Canada was allocated $14.1 million over five years to carry out its responsibilities in the context of the Accord for the Protection of Endangered Species in Canada and the proposed Species at Risk Act. Eighteen new positions will be staffed. Initial projects will focus on leading or participating in the development of recovery strategies for all threatened or endangered species that occur in national parks, implementing recovery actions for a number of endangered and threatened species, and public education and awareness for species-at-risk issues. This is Phase 1. Additional resources will be required to fully achieve protection of species at risk.
(5-4) We recommend that Parks Canada establish a set of guidelines for site restoration, in order to guide the many questions that remain at the field level regarding restoration. The guidelines should include targets for acceptable levels of toxic substances, restoration of landforms and hydrological patterns. The guidelines should also include guidance of the removal or remodeling of historical structures in order to meet site rehabilitation needs.	Site restoration is currently undertaken on a site-by-site basis.	**UNDER WAY - FUNDING.** Parks Canada will establish a set of guidelines for site restoration. The extent and timing of implementation of the guidelines are subject to the availability of new funding.
(5-5) We further recommend that Parks Canada establish a dedicated site restoration fund of $5 million per year to ensure that funds are available and that restoration is not directly competing with other immediate priority issues. The fund should be allocated based on a national priority list for site restoration in national parks. As there are a limited number of sites that need restoration, the fund can be re-evaluated after five years to see if it has met its objective.	Site restoration is currently undertaken on a site-by-site basis, as resources permit and according to park management plan priorities.	**UNDER WAY - FUNDING.** The creation and use of a site restoration fund have been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of site restoration are subject to the availability of new funding.

Chapter 5. The Need for Active Management and Restoration *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(5-6) We recommend that Parks Canada develop a national policy and guidelines on the definition of invasive alien species and appropriate criteria for control and removal methods.	Parks Canada has an approved national policy on the control and eradication of alien species in national parks and a national guide for the management of invasive alien species. The guide currently defines alien invasive species and criteria for the active management of problem invasives. Some parks have undertaken modest control programs of invasive alien species.	**UNDER WAY - FUNDING.** A national directive on invasive alien species has been drafted and will be developed into Parks Canada's national strategy. The extent and timing of implementation of the strategy are subject to the availability of new funds.
(5-7) We further recommend that Parks Canada improve the management of alien species by working with local experts, museums, universities and other government departments to routinely monitor for new species invasions. In addition, improved management of alien species will result from implementing recommendations made in Chapter 12 concerning the elimination of non-native plant species in parks. To foster public support for the elimination of alien plant species from national parks, we recommend that Parks Canada design and implement interpretive programs and other information as recommended in Chapter 10.	Parks Canada is currently a participant in the development of a federal/provincial/industry alien species strategy, led by the Canadian Forest Service.	**UNDER WAY - FUNDING.** Parks Canada's strategy on alien species will include participation in inter-agency initiatives, control and eradication of alien species in national parks and communications with the public. The extent and timing of implementation of the strategy are subject to the availability of new funds.
(5-8) We recommend that Parks Canada establish guidelines for the management of any harvested populations in a park. We recommend that no harvest be allowed to occur unless these guidelines are met and that any harvest under the jurisdiction of Parks Canada that does not meet these principles should be discontinued. We note that some harvest regimes within some national parks are not under the jurisdiction of Parks Canada and thus Parks Canada could advocate a position in these cases. We recommend the following principles for harvesting in national parks ...	Where harvesting is permitted in national parks, park data on harvestable populations are inconsistent and inadequate.	**UNDER WAY - FUNDING.** Where harvesting is permitted under new park agreements or as an existing Aboriginal or treaty right, Parks Canada will establish (or advocate) guidelines for ecologically sustainable harvest regimes. The extent and timing of implementation of these guidelines are subject to the availability of new funding.

Chapter 5. The Need for Active Management and Restoration *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(5-9) We recommend that Parks Canada confirm the role for control of hyperabundant species in national parks through active management, to maintain or restore ecological integrity, as long as the following conditions are met ...	Existing legislation, policy and planning processes provide for control of hyperabundant species.	**UNDER WAY - FUNDING.** A national directive on the control of hyperabundant species is approved and in effect. The extent and timing of implementation of the directive are subject to the availability of new funding.

Chapter 6. Tools for Understanding and Monitoring Ecological Integrity		
Panel Recommendation	**Considerations**	**Action**
(6-1) We recommend that Parks Canada develop national guidelines for ecological inventories: inventories specifying the type, scale, resolution and frequency of the information required. All parks should then review their current inventories against these guidelines.	Ecological inventories are currently developed by collecting existing data from other government departments, provincial and territorial governments and other sources. Additional inventory requirements are identified through the park management planning process. In general, resources for adequate ecological inventories are lacking.	**UNDER WAY - FUNDING.** Parks Canada is currently preparing an Ecosystem Conservation Planning Guide to replace the existing *Natural Resources Management Process* (1984). The new guide will provide a systematic framework for the range of activities that comprise ecosystem conservation, including, in general terms, inventory requirements. It will become an annex to the Parks Canada Guide to Management Planning and, in the future, will be supplemented by more technical guides on specific subjects, such as inventories, as needs arise. The extent and timing of improving inventories across the system of national parks are subject to the availability of new funding.
(6-2) We recommend that Parks Canada incorporate the costs of developing an adequate ecological inventory as part of new park establishment. As a general rule, the average cost of an inventory will be approximately $250,000 per park to cover a basic inventory of vegetation, topography, linear features, invertebrates and vascular plants. There are currently 14 unrepresented natural regions and five northern parks with inadequate basic inventories. The total cost to complete a basic inventory of each of these (14 new parks and five existing northern parks) would be $4.75 million.	In recent years, limited funds have been available for ecological inventories in new parks. Parks Canada's assessment of inventory costs for new parks, especially in the North, is higher than the estimate provided by the Panel.	**UNDER WAY - FUNDING.** The cost of developing an adequate ecological inventory for new parks has been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of improving inventories for recently established and new parks are subject to the availability of new funding.

Chapter 6. Tools for Understanding and Monitoring Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(6-3) We recommend that Parks Canada establish an emerging issues research fund of $1 million per year to deal with threats to ecological integrity that occur outside the normal management planning and business planning cycles. The National Office should administer the fund, with proposals for access based on peer review and expressed emergency need.	No such fund exists at this time.	**UNDER WAY - FUNDING.** The requirement for an emerging issues research fund has been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The creation of such a fund is subject to the availability of new funding.
(6-4) We recommend that Parks Canada integrate monitoring within the management accountability framework. Specifically, we recommend that Parks Canada ...		**UNDER WAY - FUNDING.** The new Ecosystem Conservation Planning Guide, currently under development, will clearly state the importance of monitoring. As an annex to the Parks Canada Guide to Management Planning, it will improve the link between monitoring and management accountability. The extent and timing of implementation of the new guide are subject to the availability of new funding.
(6-5) We recommend that Parks Canada further develop the program for ecological monitoring and assessment in national parks. Specifically, we recommend the following actions ...	Existing monitoring programs have been developed to take account of specific factors – size, location, stressors – related to individual national parks. The majority of the parks, however, are struggling to set up and sustain monitoring programs at this time. Enhanced monitoring within national parks would allow for testing and refining indicators used in federal State of the Environment Reporting and sharing of protocols through the Ecological Assessment and Monitoring Network (EMAN).	**UNDER WAY - FUNDING.** The need for an organized and consistent ecological integrity monitoring program has been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The new Ecosystem Conservation Planning Guide, currently under development, will provide guidance on the requirements for ecological monitoring and assessment in national parks. A supplementary technical guide will be produced to outline a series of parameters that must be monitored at each national park. The extent and timing of implementation of the guide are subject to the availability of new funding.
(6-6) We recommend that Parks Canada support ongoing regional and national monitoring initiatives with monitoring data at the park level by ...	A number of national parks, including Kejimkujik, Prince Albert, Jasper, Pacific Rim and La Mauricie, currently participate in regional and national monitoring initiatives.	**UNDER WAY - FUNDING.** Parks Canada will enhance its participation in regional and national monitoring initiatives, subject to the availability of new funding.

Chapter 6. Tools for Understanding and Monitoring Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(6-7) Correct the absence of an atmospheric monitoring program by establishing a network of six monitoring stations in national parks, in co-operation with the Atmospheric Environment Branch of Environment Canada.	Parks Canada participates in cooperative air quality monitoring initiatives led by other agencies at several sites (e.g. Kejimkujik, La Mauricie, Prince Albert and Kootenay National Parks). The measures recommended would assist in filling gaps in the Meteorological Service of Canada's (formerly the Atmospheric Environment Service) atmospheric monitoring of Canada's major ecosystems.	**UNDER WAY - FUNDING.** The proposal for six additional air quality monitoring sites has been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of establishing the network of monitoring stations are subject to the availability of new funding.
(6-8) We recommend that Parks Canada establish an ongoing park-based monitoring report of the state of each individual park's ecological integrity (see for example the State of Greater Fundy Ecosystem Report or Waterton's State of the Crown of the Continent Report). As outlined in recommendation 3-3, these reports should be done every five years, prior to management plan review. In addition, these reports should undergo a third-party review/audit and be made publicly available as part of an annual public reporting process. In using this report, the revised Park Management Plan should demonstrate how the proposed direction and specific management actions respond to the state of ecological integrity within the park (Chapter 3). The park-based State of the Park Report should include ...	The two examples cited – State of the Greater Fundy Ecosystem Report and the State of the Crown of the Continent Report – provide good models for future park-level State of the Park Reports.	**UNDERWAY.** The revised Parks Canada Guide to Management Planning requires that each park produce a new, park-level State of the Park Report at the outset of each management planning cycle.
(6-9) We recommend that Parks Canada continue to produce the national-level State of Parks Report with the following changes. The Minister should affirm that the primary purpose of the State of the Parks Report is to report on ecological integrity, regardless of whether the State of the Parks Report includes other integrated information. In addition the State of Parks Report should ...	The Auditor General has reviewed the 1994 and 1997 State of the Parks Reports. Given the legislated requirement to produce the State of the Parks Report every two years, a third-party review and audit is not practical.	As required by the new *Canada National Parks Act* and the *Parks Canada Agency Act*, Parks Canada will continue to produce the national-level State of the Parks Report (now called the State of Protected Heritage Areas Report), with a primary focus on the ecological integrity of Canada's national parks. A periodic audit will be built into internal audits as well as work with the Auditor General.

Chapter 6. Tools for Understanding and Monitoring Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(6-10) We recommend that Parks Canada develop a formal and rigorous data collection approach for State of the Parks Reports. Specifically we recommend that Parks Canada ...		**UNDER WAY - FUNDING.** Parks Canada will continue to improve its data collection processes for the State of the Parks Report (now called the State of Protected Heritage Areas Report), taking account of the specific recommendations. The extent and timing of improvements in this area are subject to the availability of new funding.
(6-11) In recognition that data and information are different, we recommend that prior to any data collection program, Parks Canada formally define what information is required for management. Formally define information needs by asking what is required, what level of precision is required, how current does the information need to be and what scale of resolution is required. The information needs analysis should be conducted in all parks using the model established in Jasper National Park (Thomlinson, 1997).		**UNDER WAY.** A directive on Ecological Data Management has been drafted to provide a set of national guidelines for ecological data management in support of ecosystem management in national parks and national marine conservation areas. Once approved, it will require that each park prepare a Park Data Management Plan, specific to the park's needs, to guide data collection, use, storage and distribution. Information needs analyses will be conducted according to geomatics principles, as described in the directive.
(6-12) We recommend that Parks Canada establish a system-wide data management and archiving system. These could include ...		**UNDER WAY - FUNDING.** The Chief Information Officer is leading the development of a Recorded Information Management Strategy (RIMS) for all of Parks Canada, which will address system-wide data and information management and archiving needs for all kinds of data collected and used by Parks Canada. The RIMS will address the creation, organization, storage, retention, use and retrieval of all media (e.g. paper and electronic documents, images, film) under the custodianship of Parks Canada and will work within the Treasury Board's Management of Government Information Holdings policy which presents recorded information as a resource to be managed. The responsibility to meet the RIMS goals and obligations rests with all Parks Canada Agency employees, as all employees are responsible for maintaining the recorded information within their custody. The extent and timing of implementation are subject to the availability of new funding.

Chapter 6. Tools for Understanding and Monitoring Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(6-13) We recommend that Parks Canada make Field Unit Superintendents responsible for the protection of park ecological data and documentation. Through regular audits, evaluate the state of ecological data sets and documentation. As a first step, Parks Canada should have Statistics Canada conduct an audit on data management and storage mechanisms.	Field Unit Superintendents are currently responsible and accountable for the care of a park's data. The Auditor General has responsibility for auditing federal programs. The National Archives has responsibility for auditing the records management function of federal programs.	**UNDER WAY - FUNDING.** The Ecological Data Management Directive will provide a set of national guidelines for ecological data management in national parks. Together, the RIMS and the Ecological Data Management Directive will require the Field Unit Superintendent to prepare a Park Information Management Plan. The extent and timing of preparing the information management plans are subject to the availability of new funding.
(6-14) We recommend that Parks Canada report the condition of ecological data sets in the national parks in the national and park-level State of the Park(s) Reports.	To date, Parks Canada has not publicly reported on the condition of ecological data sets in the State of the Parks Report.	**UNDER WAY - FUNDING.** The new five-year State of the Park Reports will report on the condition of park-level ecological data sets. Over the long term, the national State of the Parks Report (now called the State of Protected Heritage Areas Report) will begin reporting on the condition of data sets. The extent and timing of such reporting are subject to the availability of new funding.
(6-15) We recommend that in all national parks, Parks Canada design data management plans to organize, protect and make data accessible. These plans should be considered a key product of the ecosystem conservation program, while Park Management Plans should include the park's data management strategy.	Only a few parks currently have up-to-date or adequate data management plans.	**UNDER WAY - FUNDING.** The Ecological Data Management Directive will require that each national park prepare a Park Data Management Plan. The extent and timing of providing these plans are subject to the availability of new funding.
(6-16) We recommend that Parks Canada assign professional geographic information officers to each national park, to maintain a professional database and ensure public access. These data managers should work in close partnership with external partners in regional Conservation Data Centres.	Many national parks currently have Geographic Information System (GIS) capacity and GIS services are also available through the Professional and Technical Services Centres and National Office.	**UNDER WAY - FUNDING.** The requirement for enhanced technical capacity has been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of providing such enhanced capacity are subject to the availability of new funding.
(6-17) We recommend that Parks Canada invest in the existing network of Canadian Conservation Data Centres, through direct funding, by ...	Parks Canada currently provides funding for the conservation data centres (CDC) of Alberta and the Atlantic Provinces and is working with the CDC network in developing a national vegetation classification system and in assessing the status of species at the park level.	**UNDER WAY - FUNDING.** Support for and working partnerships with CDCs have been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of such action are subject to the availability of new funding.

Chapter 6. Tools for Understanding and Monitoring Ecological Integrity *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(6-18) We recommend that Parks Canada make suitable Parks Canada databases publicly available on the Internet. This will ensure data standards are maintained and allow researchers to conduct additional analysis that can benefit Parks Canada.	Costs associated with the translation of databases to comply with official languages requirements may be prohibitive. Some Parks Canada databases include data purchased from other agencies and Parks Canada may not have the right to distribute these data further.	**UNDER WAY - FUNDING.** Parks Canada will make metadata available on the Internet. The Chief Information Officer is leading preparation of a Recorded Information Management Strategy for Parks Canada and, along with the Geomatics Steering Committee, is studying mechanisms for data and information diffusion for internal and external usage (in conjunction with Natural Resources Canada - GeoConnections). The extent and timing of doing so are subject to the availability of new funding.
(6-19) We recommend that Parks Canada enhance its ability to manage and share information at the National Office, Service Centres and national parks, so that Parks Canada can share data and information "vertically" within the organization and "horizontally," at appropriate scales, with external partners, as follows ...	Parks Canada is actively involved in projects with other governments and a wide range of stakeholders. In these projects, exchanging data will be vital and Parks Canada needs to make significant improvements in this area. Parks Canada is a member of several federal interdepartmental committees which promote the sharing and development of standards, technology and policies for information.	**UNDER WAY - FUNDING.** The Recorded Information Management Strategy will provide the framework for facilitating the exchange of information across Parks Canada. For ecological data specifically, the Ecological Data Management Directive will provide data standards to facilitate future exchange of ecological data within Parks Canada. It will also direct national parks to design and develop their ecological databases within a regional context to ensure they can be shared with adjacent land managers. The extent and timing of progress in this area are subject to the availability of new funding.
(6-20) We recommend that Parks Canada become an active partner in ongoing national efforts to establish a Biodiversity Resource Network. Parks Canada's involvement could range from cataloguing its databases for network access to participating in the design of the Network's structure to ensure the Network will meet Parks Canada's needs.		**UNDER WAY - FUNDING.** Parks Canada is participating in the federal interdepartmental CBIN (Canadian Biodiversity Information Network) initiative to create a national Internet-accessible database on Canadian biodiversity The extent and timing of Parks Canada's participation are subject to the availability of new funding.

Chapter 7: Working with Aboriginal Peoples		
Panel Recommendation	**Considerations**	**Action**
(7-1) To foster the development of relationships based on trust and respect between Parks Canada and Aboriginal peoples, we recommend that Parks Canada initiate a process of healing between Aboriginal peoples and Parks Canada. Through this process Parks Canada will ...	Consistent with *Gathering Strength*, the government's response to the Royal Commission on Aboriginal People, Parks Canada established an Aboriginal Affairs Secretariat in 1999 to encourage and assist in the development of more effective relationships between Parks Canada and Aboriginal peoples.	**UNDER WAY - FUNDING.** Improving relationships with Aboriginal peoples, by addressing the past and strengthening mutual trust and respect, is a priority for Parks Canada. Initiatives for doing so, based on the goal of including Aboriginal peoples more fully in park activities, have been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. Healing processes will be focused on the local level. The extent and timing of this activity are subject to the availability of new funding.
(7-2) We recommend that Parks Canada adopt clear policies to encourage and support the development and maintenance of genuine partnerships with Aboriginal peoples in Canada. Through these policies, Parks Canada will ...	Special funding is available in some parks for comprehensive claim settlement implementation.	**UNDER WAY - FUNDING.** Measures for building improved relations with Aboriginal peoples have been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of building stronger partnerships are subject to the availability of new funding. The new *Canada National Parks Act* requires that the Minister consult with Aboriginal people on the establishment of new parks.
(7-3) We recommend that Parks Canada, together with Aboriginal communities, develop mutually-reinforced educational projects that will lead to better mutual understanding and joint action toward protection of ecological integrity in national parks. Through these educational projects Parks Canada will ...	Some parks have educational projects with Aboriginal communities and expansion is under way to additional communities.	**UNDER WAY - FUNDING.** Improving educational projects with Aboriginal communities is a priority for Parks Canada and has been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of implementation are subject to the availability of new funding. The new *Canada National Parks Act* provides for the use or removal of flora and other natural objects by Aboriginal peoples for traditional spiritual and ceremonial purposes in recognition of the special relationship between Aboriginal peoples and the land. Parks Canada respects existing Aboriginal and treaty rights and will work with Aboriginal peoples toward common goals embodied in the spirit of conservation.

Chapter 7: Working with Aboriginal Peoples *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(7-4) We recommend that Parks Canada ensure protection of the current cultural sites, sacred areas and artifacts that are under the auspices of Parks Canada. As part of this process, Parks Canada will ...	Parks Canada protects cultural sites, sacred sites and artifacts under its auspices and has developed a procedure for negotiating the repatriation of sacred objects to Aboriginal communities requesting it.	**DONE.** A new directive on the Repatriation of Moveable Cultural Resources of Aboriginal Affiliation has been developed and is in effect.

Chapter 8: National Parks in the Canadian Protected Areas Network		
Panel Recommendation	**Considerations**	**Action**
(8-1) We recommend that the Minister seek provincial and territorial co-operation on finishing, by the end of 2003, the implementation of the Statement of Commitment to Complete Canada's Networks of Protected Areas, endorsed by the Tri-Council of Environment, Parks and Wildlife Ministers in 1992; work towards a comprehensive national protected areas system plan based on co-operation between the Government of Canada, provinces and territories. The Panel has not identified costs associated with this multi-jurisdictional recommendation.	Parks Canada is continuing to work toward completion of the national parks system, as part of Canada's family of protected natural areas.	**UNDER WAY - FUNDING.** This question was discussed at the Parks Ministers' meeting in Iqaluit on August 15, 2000. The Ministers agreed to continue their efforts to complete Canada's networks of protected areas. A comprehensive and cooperative protected areas strategy involving all jurisdictions is a worthwhile long-term goal for intergovernmental consideration. The extent and timing of implementation are subject to the availability of new funding.
(8-2) We recommend that Parks Canada, in co-operation with other jurisdictions, complete a nation-wide protected areas gap analysis that will guide completion of the national protected areas system, of which national parks represent an essential component. Base the gap analysis on the principles of conservation biology and the maintenance of ecological integrity (Recommendation 3-4).	The focus of Parks Canada's National Parks System Plan is on representing each of Canada's 39 natural regions in cooperation with provinces, territories and Aboriginal peoples. Proposed national parks are generally located in regions where there are no other types of protected areas, thereby filling ecological gaps in our nation's current protected area networks.	Parks Canada will continue to give immediate priority to the completion of the national parks system. A national gap analysis is not currently needed to guide completion of the national parks system, but may be reviewed with other departments and governments at a later date to guide further actions on a broader nature agenda.

Chapter 8: National Parks in the Canadian Protected Areas Network *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(8-3) We recommend that the Minister expand the national park system to include ecological representation of all 39 natural regions as defined by Parks Canada. We recommend that the Minister ensure sufficient funds are allocated for new park establishment, and that new parks have sufficient funds for government planning, operations and ecosystem management, without reducing funds of existing parks (recommendation 13-4).	Four new national parks, covering 54,412 sq. km, have been created since 1993. The 2001 Throne Speech committed the government to "invest in the creation of new parks".	**UNDER WAY - FUNDING.** The government is actively pursuing new national parks in 8 of the 14 unrepresented natural regions. It is negotiating for the creation of Ukkusiksalik National Park and the Torngat Mountains national park reserve. It is assembling land in collaboration with the B.C. government for a proposed Gulf Islands national park. Feasibility studies are pending or underway in five other natural regions. Funding requirements for completing the national parks system have been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. Future progress toward completing the system is subject to the availability of new funding.
(8-4) We recommend that Parks Canada negotiate park establishment agreements that give the highest priority to maintaining ecological integrity by seeking boundaries that meet ecological integrity objectives. Ensure regional co-operation measures are in place to support ecological integrity objectives.	This has always been the goal of Parks Canada's negotiations for new park establishment with provincial and territorial governments and Aboriginal peoples. However, prior land use allocation decisions can make the achievement of boundaries with the highest priority on ecological integrity an ongoing challenge. The federal-provincial agreement for Wapusk National Park, recently legislated under the *Canada National Parks Act*, does include measures for regional co-operation on ecological integrity objectives.	**UNDER WAY.** Parks Canada will continue to negotiate park establishment agreements that give the highest priority to ecological integrity considerations. Parks Canada will also endeavour to ensure that appropriate regional cooperation measures are in place to support ecological integrity objectives, when provincial government support for such measures can be secured.
(8-5) We recommend that Parks Canada improve local support and future regional co-operation for candidate park sites by ...	Parks Canada recognizes that local support is essential to the establishment of new national parks and makes every effort to secure and respect the involvement of local communities in park establishment processes.	**UNDER WAY.** Parks Canada will continue its efforts to build and improve upon local support and regional cooperation during park feasibility studies. The specific suggestions for promoting a common vision for land use in the greater ecosystem will be considered on a case-by-case basis, as new park establishment agreements are negotiated.

Chapter 8: National Parks in the Canadian Protected Areas Network *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(8-6) We recommend that Parks Canada increase the resources available to conduct biophysical inventories and greater park ecosystem analyses, to ensure that proposed park boundaries are based on the best available conservation science (Recommendations 6-2 and 13-2).		**UNDER WAY - FUNDING.** Increasing the resources devoted to biophysical inventories and greater park ecosystem analyses are subject to the availability of new funding for system completion.
(8-7) We recommend that Parks Canada appoint conservation scientists to new park establishment negotiating teams in order to help provide convincing arguments for boundaries based on ecological integrity criteria. Ensure that park planners and conservation scientists who participated in the park establishment phases are available to take part in new park management planning efforts (Recommendation 3-3).	Parks Canada policy clearly articulates a range of ecological criteria that, when applied, can produce candidate national park boundaries that meet ecological integrity objectives, land use allocations and practises notwithstanding. The input of conservation scientists is required well before new park negotiations are underway, particularly during the feasibility study phase. Park establishment staff have always been available to new park management planning efforts.	**UNDER WAY.** Parks Canada will seek the best possible conservation science advice regarding ecologically sound park boundaries from scientists and park planning experts. Collaboration between the Parks Establishment Branch and the Ecological Integrity Branch will continue to improve to ensure the best park boundaries are identified. Expertise and information used in the park establishment process will continue to be readily available during the initial management planning exercise. Parks Canada now increasingly involves its field unit staff in the park establishment process to ensure that proposed park boundaries and agreements address later requirements for park administration and management.
(8-8) We recommend that Parks Canada reach agreement with the provinces, territories and other federal departments to use their legislative powers to withdraw candidate national park sites from development as early as possible to preserve their ecological integrity during the planning process. For example, with respect to the boreal forest, urge the responsible governments not to issue timber or other development permits in candidate park sites on federal lands (as recommended by the Senate Subcommittee on the Boreal Forest in Competing Realities: The Boreal Forest at Risk, 1999).	It is current Parks Canada policy to consider, in cooperation with agencies having jurisdiction over land and resource use, ways to prevent the loss of ecological values during the feasibility assessment process. The goal is to achieve interim protection when a joint feasibility study is launched.	**UNDERWAY.** Parks Canada will continue to pursue interim protection for proposed parks, in consultation and negotiation with its partners. For example, in July 2000, the Government of Newfoundland and Labrador provided interim protection to the lands proposed for the Torngat Mountains national park reserve.

Chapter 9: From Islands to Networks		
Panel Recommendation	**Considerations**	**Action**
(9-1) We recommend that the Minister work with the provinces and territories to protect the ecological integrity of the national, provincial and territorial network of protected areas through formal agreement. In developing the agreement, include First Nations governments, municipalities, non-government organizations and industry as partners in the discussions.	Federal, provincial and territorial parks agencies manage their own parks networks under their own legislation. In most cases, the protection of ecological integrity is not a specific mandate of these agencies. Regular communications with provincial and territorial parks agencies occur through the Federal-Provincial Parks Council and Parks Ministers' meetings.	**UNDER WAY.** Parks Canada will continue to seek appropriate bilateral agreements with other governments.
We recommend that the Minister initiate a federal inter-departmental memorandum of understanding to support the maintenance of ecological integrity of national parks by ensuring consistent policies and plans with respect to lands under federal jurisdiction in greater ecosystems that include national parks.	Collaboration among federal departments has traditionally been undertaken on a case-by-case basis and on issues of common interest (e.g. species at risk). Departments have a range of objectives which need to be harmonized through sharing of information and dialogue.	Support of other federal departments is important to maintaining ecological integrity in national parks. Parks Canada is exploring appropriate mechanisms with key federal departments and agencies, particularly Environment Canada.
(9-2) We recommend that the Minister requests the [G]overnment of Canada to use existing federal government authority within its jurisdiction regarding fisheries, endangered species, migratory birds, long range air pollution, navigable waters and environmental impact assessment to support the maintenance of ecological integrity in national park ecosystems. (A similar action was also recommended with respect to boreal forest management by the Senate Subcommittee on the Boreal Forest, 1999.)	Existing federal authorities are already being used on a case-by-case basis as opportunities arise. For example, Parks Canada has participated in the environmental assessment of the Cheviot mine proposal based on authorities under the *Fisheries Act*.	**UNDERWAY.** As the need and opportunities arise, Parks Canada will continue to take advantage of federal authorities in other areas to support the ecological integrity of national parks.
(9-3) At the provincial and territorial level, we recommend that Parks Canada undertake regular and continuing dialogue among senior executives of federal, provincial and territorial agencies responsible for land and resource management to support improved co-operation on the maintenance of ecological integrity in national parks and other protected areas. For example ...	Park managers regularly participate in regional strategies and plans affecting national parks.	**UNDERWAY.** Parks Canada's senior managers have met with and briefed appropriate senior provincial and territorial officials on the Panel's report and Parks Canada's response to it. This dialogue will continue.

Chapter 9: From Islands to Networks *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(9-4) We recommend that Parks Canada, in partnership with the provinces and territories where appropriate, improve regional co-operation with Aboriginal peoples in two ways ...	The strategic directions contained in the Corporate Plan provide direction to managers to ensure that Aboriginal peoples are included as partners in ecological and commemorative integrity initiatives whether legal agreements, such as land claims, exist or not. Many of the comprehensive land claim settlements that involve Parks Canada have provisions for involvement or participation in broader ecosystem initiatives (e.g. Wildlife Management Advisory Councils). In instances where there are no land claims affecting Parks Canada operations, efforts are made to establish relationships through other means either formally or informally. For example, the Senior Officials Forum at Riding Mountain National Park involving Parks Canada and the Keeseekoowenin First Nation; Cape Breton Highlands National Park cooperation with the Unama'ki Committee; Nahanni National Park working cooperatively with the Deh Cho First Nation on an Ecological Integrity Statement for the park; and the signing of a Good Spirit Understanding between Jasper National Park and the Metis Nation of Alberta all illustrate positive working relationships with Aboriginal peoples.	**UNDER WAY - FUNDING.** Parks Canada will continue to develop various mechanisms for improving regional cooperation with Aboriginal peoples. Measures for improved liaison with Aboriginal peoples have been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process and enhanced initiatives in this area are subject to the availability of new funding.
(9-5) We recommend that Parks Canada increase its participation in specific local resource management arrangements with provincial or territorial agencies that have jurisdiction in greater park ecosystems. Systematically participate in municipal and regional government planning and regulatory processes. Adopt a supporting role in the conservation of lands around national parks by ...	Parks Canada is currently a participant in resource management issues affecting many national parks, including Banff, Jasper, Gros Morne and Point Pelee, but does not have sufficient resources to expand involvement.	**UNDER WAY - FUNDING.** Parks Canada will advance park values more actively through its enhanced participation in local and regional processes which may affect the ecological integrity of national parks. In this work, Parks Canada will respect constitutionally defined jurisdictions with respect to land and resource management outside national park boundaries. The extent and timing of such activity are subject to the availability of new funding.

Chapter 9: From Islands to Networks *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(9-6) We recommend that the Minister launch a national partnership program to protect the ecological integrity of national parks, by establishing a Partnership Fund of $20 million per year. Apply the Partnership Fund to a broad range of co-operative agreements to help maintain the ecological integrity of national parks and other federally administered conservation areas, such as Canadian Heritage Rivers. The Panel recommends that the Fund be administered by Parks Canada and that ...	Currently, there is insufficient funding available to national parks to support effective and comprehensive cooperative activities adjacent to national parks on an ongoing basis. Such a fund would assist in building partnerships.	**UNDER WAY - FUNDING.** Measures to support enhanced partnerships in regional ecosystems have been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of enhanced partnerships are subject to the availability of new funding.
(9-7) We recommend that Parks Canada use the full range of existing regional co-operation models to enhance maintenance of biodiversity and ecological processes in the greater ecosystem of each national park. Evaluate the effectiveness of each model for its potential contribution to land use change in support of maintaining ecological integrity. Example models include ...	There is no one model for regional cooperation which is appropriate to each situation. Parks Canada currently participates in four biosphere reserves and five model forests. Full participation in these institutions has been hampered by lack of funding.	**UNDER WAY - FUNDING.** In considering ways to improve the integration of national parks with their surrounding regional ecosystems, the full range of options will be considered. The extent and timing of greater participation in regional cooperation mechanisms are subject to the availability of new funding.
(9-8) We recommend that Parks Canada develop and support partnerships with First Nations, conservation groups, co-operating associations and the business community to assist in a variety of research, monitoring and public education activities in support of maintaining ecological integrity in greater park ecosystems.	National parks currently have a wide variety of partnership projects with other governments, First Nations and stakeholders. These have been developed and pursued on a case-by-case basis in response to park needs, but the effectiveness of such efforts has been limited by a lack of resources.	**UNDER WAY - FUNDING.** Measures to support enhanced partnerships have been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of enhanced partnerships are subject to availability of new funding.
(9-9) We recommend that Parks Canada develop partnerships with charitable land trusts to secure habitat adjacent to Canada's national parks, in co-operation with private landowners to acquire critical habitat adjacent to national parks or using conservation easements to create zones of cooperation around parks.	Partnerships with charitable land trusts are an excellent way to secure habitat adjacent to national parks. Initiatives have been taken across the country where opportunities have arisen and resources have permitted (e.g. with the Nature Conservancy of Canada, the Canadian Thousand Islands Heritage Conservancy and the Nature Trust of British Columbia).	**UNDER WAY - FUNDING.** Parks Canada will continue to seek opportunities for effective partnerships with charitable land trusts. Enhanced efforts in this area in the future are subject to the availability of new funding for partnerships.

Chapter 9: From Islands to Networks *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(9-10) We recommend that the Minister require Parks Canada to maintain and enhance the ecological integrity of the parks by working in co-operation with adjacent landowners, and by participating in regional land use planning, environmental assessments, and other decision-making processes where outcomes are reasonably expected to affect the ecological integrity of a national park.		**UNDER WAY - FUNDING.** Parks Canada will advance park values more actively through its enhanced participation in local and regional processes which may affect the ecological integrity of national parks. The extent and timing of such activity are subject to the availability of new funding. In this work, Parks Canada will respect private property rights and constitutionally defined jurisdictions with respect to land and resource management outside national park boundaries.
(9-11) We recommend an amendment to the National Parks Act to incorporate a consequential amendment to the Canadian Environmental Assessment Act, requiring the Minister responsible for national parks to undertake an environmental assessment when adverse environmental impacts on a national park are expected to occur. (Such an assessment could be done on the initiative of a request by a provincial or territorial government, members of the public, or on the Minister's own initiative. The federal Environment Minister would retain authority to require an environmental assessment under an existing provision of Canadian Environmental Assessment Act.) Suggestions for specific wording of the National Parks Act are contained in Appendix C.	The *Canadian Environmental Assessment Act* is currently undergoing the required five-year review, including public consultations.	In light of the current review of the *Canadian Environmental Assessment Act,* the House of Commons Standing Committee on Canadian Heritage did not propose any amendments along these lines to the new *Canada National Parks Act*. The issue of transboundary impacts is being considered as part of the *Canadian Environmental Assessment Act* review.
(9-12) We recommend that the Minister advise the [G]overnment of Canada to amend the Income Tax Act to exempt ecological gifts from capital gains tax and allow for the part sale/part donation ("bargain sale") of land.		**DONE.** The budget of February 28, 2000 reduced, from two-thirds to one-third, the income inclusion rate on capital gains arising from donations of ecologically sensitive lands and easements. The October 18, 2000 Economic Statement and Budget Update reduced the income inclusion rate further to 25%, for ecogifts completed after October 18, 2000.
(9-13) We recommend that Parks Canada use the State of the Parks Report to measure progress toward the implementation of those portions of the Canadian Biodiversity Strategy that are within Parks Canada's mandate.	The State of the Parks Report has not, to date, been used to report specifically on Parks Canada's contributions toward implementing federal or national initiatives, such as the Canadian Biodiversity Strategy, but rather has focused on the state of Canada's national parks.	**UNDERWAY.** The ecological integrity of national parks and completion of the national park system are central to the State of the Parks Report, are an important contribution to the Canadian Biodiversity Strategy and will be included in future reports.

Chapter 10. Interpretation and Outreach		
Panel Recommendation	**Considerations**	**Action**
(10-1) We recommend that Parks Canada add ecological integrity to the "Statement of Purpose for Interpretation and Outreach" as the core purpose of interpretation and outreach. In order to formally entrench the importance of ecological integrity in interpretation, this Statement should be backed by a clear policy that all national, regional, and individual park publications, interpretation programs and facilities reflect the ecological integrity obligation.	Parks Canada has included the concept of ecological integrity in the Parks Canada Messages, a national tool which sets guidelines that specify the three groups of messages that must be included in Parks Canada communications.	**UNDER WAY.** The Statement of Purpose has been revised to reflect the Panel's recommendations and will be submitted to Parks Canada's Executive Board for final approval.
(10-2) For each park, we recommend that Parks Canada develop an ecological integrity interpretation and outreach strategy that confirms ecological integrity as the prime objective, presents clear and consistent messages about ecological integrity, balances plans for both interpretation and outreach, and has measurable goals and objectives that can be evaluated on a regular basis (for example, in Implementation Plans or State of the Park Reports). This strategy requires the following elements ...	As part of its ongoing efforts to renew its heritage presentation program, Parks Canada is developing strategic approaches to better link the interpretation and outreach programs to the Agency's mandate. The Action Plan for the Renewal of Heritage Presentation in Parks Canada calls upon Field Units to create concise plans detailing the outcomes, audiences, messages, methods and measurement of interpretation and outreach programming.	**UNDER WAY.** The Panel's specific recommendations will be implemented during park-level development of plans and strategic thinking aimed at better linking the interpretation and outreach programs to the ecological integrity mandate.
(10-3) We recommend that Parks Canada make essential interpretation information available to all park visitors at no charge (excluding park entrance fees).	Under the current revenue policy, visitors to a park are entitled to a certain range of services by virtue of having paid for entry, including interpretation messages.	**DONE.** This is current policy. Parks Canada will continue to provide essential interpretation information to all park visitors at no charge.
(10-4) We recommend that Parks Canada expand national parks interpretation programs to reinforce efforts aimed at traditional target audiences and to include new strategic target audiences and media. Support strong interpretation programs in terms of personnel, budget, and training. Acknowledge and support the professional status of those who work in interpretation through a national training program focusing on ecological integrity, funding for research and development of presentation programs, and a process for career advancement. Provide funds for interpretation and outreach programs for research, staff, and renewal of these programs to meet interpretation objectives. (Chapter 13.) This would entail ...	For the past three years, Parks Canada has been working toward the renewal of its interpretation and outreach function, through the development of the Action Plan for the Renewal of Heritage Presentation in Parks Canada. Its efforts in this area are consistent with those recommended by the Panel.	**UNDER WAY - FUNDING.** Parks Canada will continue its efforts toward renewal of the interpretation and outreach function, in support of the ecological integrity mandate. Measures aimed at renewing this function have been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of expanding the interpretation program and addressing the Panel's specific recommendations are subject to the availability of new funding.

Chapter 10. Interpretation and Outreach *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(10-5) We recommend that Parks Canada include the regional dimension in interpretation programs in order to place ecological integrity messages into regional, national, and global contexts. Make each park the regional focal point for public education programs in protected areas networks and ecosystem management. This would entail ...		**UNDER WAY - FUNDING.** Parks Canada will continue to improve the regional dimension of its interpretation and outreach programs as it renews these programs. The extent and timing of this work are subject to the availability of new funding.
(10-6) We recommend that Parks Canada increase and support the role of partners, particularly volunteer associations, in interpretation and outreach as an enhancement to, but not replacement of, the work of core professional full-time staff.	Parks Canada has long had a very active volunteer program and engages in hundreds of partnerships every year.	**UNDER WAY - FUNDING.** Parks Canada will continue to use partners and volunteers to enhance, not replace, its interpretation and outreach program. The extent and timing of increased activity in this area are subject to availability of new funding.
(10-7) We recommend that Parks Canada immediately cease the product marketing of national parks in general and the product marketing which attempts to increase overall use of parks or divert demand to shoulder seasons or so-called "under-used" parks in particular. Concentrate instead on social marketing, policy marketing, and de-marketing aimed at appropriate target audiences with messages focusing on ecological integrity.		Parks Canada will revise its efforts guided by the following directions: • increasing Canadians' knowledge, understanding and appreciation of the nature and purposes of national parks; • encouraging the use and enjoyment of national parks, respecting their fundamental values; • incorporating, comprehensively, messages respecting ecological integrity throughout all communications materials.
(10-8) We recommend that Parks Canada work with regional and provincial bodies involved in tourism product marketing to educate them about the stresses on ecological integrity caused by current or increased levels of use and to encourage them to incorporate appropriate ecological integrity messages in their marketing programs.	Parks Canada is an active member in local, regional and national tourism organizations and is a partner of the Canadian Tourism Commission. On January 4, 2001, Parks Canada and the Tourism Industry Association of Canada signed an accord outlining principles to guide collaborative actions between the two organizations.	**UNDER WAY.** Parks Canada will continue to influence and involve the tourism industry in enhancing sensitive and appropriate marketing and use of national parks. For example, Parks Canada is working with the Tourism Industry Association of Canada and the Canadian Tourism Commission on the development of best practices and with the National Tour Association on the production of sensitive heritage appreciation guides. Through such efforts, Parks Canada will encourage a shared sense of responsibility among the tourism industry, visitors and Parks Canada employees for the protection of ecological integrity in national parks.

Chapter 11. Enjoyment and Appropriate Use		
Panel Recommendation	**Considerations**	**Action**
(11-1) We recommend that Parks Canada develop a formal assessment program for assessing activities in national parks with ecological integrity as the determining factor. This assessment should ...	The Parks Canada Guiding Principles and Operational Policies currently provide national direction on the issue of appropriate activities in national parks. Parks Canada has also developed and is using a Proposed Framework for Assessing Appropriateness of Recreation Activities in Protected Heritage Areas, which includes a list of allowable activities. Some park management plans list activities appropriate for that park.	**UNDER WAY.** Parks Canada will prepare an updated framework for assessing outdoor recreation activities at the field level. The primary bases for assessing activities will be compatibility with ecological integrity and providing opportunities for appreciation of national park values. Any proposed new activities will be assessed at the national level in terms of their allowability. Park management planning processes will assess the appropriateness of activities, with public consultation, and determine which activities will be offered and under what conditions.
(11-2) We recommend that Parks Canada phase out inappropriate recreational uses of national parks, over time and as opportunities arise, including those that are deemed "non-conforming uses." (See also recommendations in Chapter 12.) Note: this recommendation is related to recreational activities and does not include traditional activities that are part of a park establishment agreement.	In the past, certain recreational activities have been phased out after studies and public consultations demonstrated they were no longer appropriate (e.g. rafting on the Maligne River in Jasper National Park).	Parks Canada will review the appropriateness of activities at the field level during the park management planning process and involve public consultation. As a result, inappropriate uses will be phased out over time and as opportunities arise. There is no intention, however, of removing uses such as existing golf courses and ski hills, which have a significant history. Efforts will continue to further mitigate and reduce their ecological impacts, and to improve vistor experiences.
(11-3) We recommend that Parks Canada adopt demand management as an explicit policy, provide increased support for social and natural science research related to demand management, and address demand management in each park's Park Management Plan and interpretation programs, so that visitors and other audiences can understand why they should support demand management.	Parks Canada currently uses a variety of direct (e.g. activity restrictions, limits to group sizes) and indirect (e.g. facility design) strategies to manage growing numbers of visitors to national parks. These actions are described in park management plans and community plans which are developed with public consultation. A workshop on demand management was held in 1999 and a series of recommendations was made about improving Parks Canada's use of human use management strategies.	**UNDER WAY - FUNDING.** Parks Canada will continue to improve its use of demand management to influence visitor use. The revised Parks Canada Guide to Management Planning requires that park management plans more explicitly address demand management. The upgrading of social science capacity to support activities, such as enhanced demand management, has been addressed in the implementation strategy that has been prepared for government consideration as part of the normal budget process. The extent and timing of upgrading this capacity are subject to the availability of new funding.

Chapter 11. Enjoyment and Appropriate Use *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(11-4) We recommend that Parks Canada develop a national directive to define "basic and essential services." Suggested wording appears in Appendix C.	The Parks Canada Guiding Principles and Operational Policies currently call for the provision of basic and essential services in national parks. The determination is made on a park-by-park basis in management planning and during community planning. A model has been developed in the Banff Management Plan, and the Field and Lake Louise Community Plans.	**UNDER WAY.** A review of definitions under the Guiding Principles and Operational Policies will be conducted. The revised Parks Canada Guide to Management Planning requires basic and essential services to be defined in the park management plan, after public consultation.

Chapter 12. Shrinking the Ecological Footprint		
Panel Recommendation	**Considerations**	**Action**
(12-1) We recommend that Parks Canada establish a highly qualified core design/planning group within Parks Canada's National Office or in regional Service Centres, to be responsible for developing ecologically sensitive design criteria to ensure that ecologically sustainable design and management in all development projects in national parks is realized on the ground.	Design services are provided across the country, to defined user needs, by a combination of Public Works and Government Services Canada (PWGSC) dedicated unit staff and private consultants. Parks Canada does not currently have ecologically sustainable design criteria in place. Training of staff in the application of such criteria would also be required to ensure ecologically sustainable design.	Parks Canada will work with PWGSC to develop criteria for ecologically sustainable design.
(12-2) We recommend that Parks Canada procure all professional services on an open and competitive basis, emphasizing environmental performance criteria as much as other criteria such as design quality, cost, and timeliness of delivery.	Parks Canada will need to define appropriate environmental performance criteria to be used to assess proposals and modify the existing request for proposal template to include them alongside other selection criteria.	Parks Canada will examine with PWGSC the most practical way of addressing this recommendation within existing administrative requirements.

Chapter 12. Shrinking the Ecological Footprint *(cont'd)*

Panel Recommendation	Considerations	Action
(12-3) We recommend that Parks Canada assess any capital redevelopment of facilities, accommodations and infrastructure belonging to both Parks Canada and to private or commercial operators. This should be based on the following principles: • maintenance of ecological integrity must be the first priority in all redevelopment decisions; • apply the principle of "no net negative environmental impact" to all redevelopment decisions; • conduct a needs analysis on all facilities, accommodations and infrastructure to determine whether they are required in the park and still acceptable, given current ecological understanding; • all facilities, accommodations and infrastructure should be models of environmental management, including water and energy conservation, use of biocides, transportation and waste management; • consider cumulative effects of facilities, accommodations and infrastructure at local and regional scales; • most parks should not experience any increase in the present facility footprint; • ensure that any redevelopment is consistent with the Park Management Plan and, if applicable, the community plan; • facilities, accommodations and infrastructure developments should be responsible for providing staff accommodation so as to avoid undue burdens on park communities. This principle especially applies to accommodations for seasonal staff.	The recommended principles are consistent with those recently applied in Banff townsite, the Banff National Park Management Plan and other park community plans. These principles are being progressively put in place.	**UNDERWAY.** The maintenance of ecological integrity will be the primary consideration in Parks Canada's assessment of any capital redevelopment of facilities, accommodations and infrastructure belonging to both Parks Canada and to private or commercial operators. Accordingly, Parks Canada will use the following principles to assess any capital redevelopments. Capital redevelopments should: • be consistent with Park Management Plans, Community Plans and park establishment agreements; • be based on a needs analysis for that facility, accommodation and/or supporting infrastructure and be acceptable in the context of current ecological understanding; • respect clearly established limits on development and contain the facility footprint within these limits; • contribute to visitor appreciation and understanding of national parks; • protect cultural heritage; • demonstrate leadership in environmental management; • provide adequate staff accommodation; • comply with environmental assessment obligations, including consideration of cumulative effects and environmental management systems (EMS) to achieve no net negative environmental impact.

Chapter 12. Shrinking the Ecological Footprint *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(12-4) Over a long-term, programmed time frame, we recommend that Parks Canada redesign, replace, rebuild or remove existing facilities and infrastructure in national parks to reduce their ecological footprints. Such improvements include ...		**UNDER WAY.** Consistent with the requirement under the new *Canada National Parks Act* to make the maintenance of ecological integrity the first priority in park management, Parks Canada will, wherever possible, over the long term, progressively reduce the ecological footprint of existing facilities and infrastructure, taking steps which include those recommended.
(12-5) We recommend that Parks Canada use environmental management systems as integral to conducting daily operations in keeping with the preservation of ecological integrity. The widespread adoption of the environmental management system could be facilitated by ...	Parks Canada recognizes the importance of environmental management systems (EMS) in its Sustainable Development Strategy and acknowledges that the implementation of EMS in national parks can be improved.	**UNDER WAY - FUNDING.** Parks Canada will improve the use and understanding of EMS at all levels as a Business Plan priority. Future Park Management Plans will include a section about EMS and future State of the Park(s) Reports will report on EMS activities. The extent and timing of such improvements are subject to the availability of new funding.
(12-6) We recommend that Parks Canada, over time, incorporate sustainable infrastructure, energy systems, materials and practices in park management and activities. There are many ways to achieve this recommendation, such as ...	Parks Canada has recently undertaken a complete review of its requirements for renewal of infrastructure. This review, however, did not address fully the need to upgrade infrastructure beyond established standards.	**UNDER WAY - FUNDING.** Parks Canada meets current environmental standards through its capital budget and will use existing federal programs for greening federal facilities to move beyond these standards. Progress in this area is subject to the availability of new funding.
(12-7) We recommend that Parks Canada closely track the implementation of the new policy review component of environmental assessment at all national parks, in order to evaluate its effectiveness in enhancing decision-making related to the scale and appropriateness of proposed projects. Policy review should produce a record of decision that describes project objectives, evaluates alternatives (particularly non-development alternatives), demonstrates concordance with all relevant national park policies and identifies measures for evaluating the success of the project's implementation and operation. Information from the evaluation should be used adaptively to improve future projects and future environmental assessments.	Parks Canada's current directive on environmental assessment requires that projects be assessed for compliance with policy before proceeding to an environmental assessment. The intended purpose is to prevent the environmental assessment process from being used to make policy decisions.	**UNDER WAY.** A review will be conducted of current assessment practices to incorporate as many of the Panel's recommendations as possible. Future compliance audits of Parks Canada's environmental assessment program will examine the degree to which the required policy review is being undertaken prior to proceeding with environmental assessments.

Chapter 12. Shrinking the Ecological Footprint *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(12-8) We recommend that Parks Canada adopt the principle of integrating environmental considerations into all projects. Include environmental assessment practitioners in all phases of a project, from concept to final construction, in partnership with the project manager. As a means of ensuring that ecological integrity becomes everyone's job, project managers, not the environmental assessment practitioner, must be responsible for meeting ecological integrity objectives related to their project.	Parks Canada's current directive on environmental assessment provides direction on the implementation of impact assessments for all proposed policies, programs, plans and projects, whether they originate internally or externally. It stipulates that environmental assessment is to be initiated at the beginning of the project process and that Field Unit Superintendents are responsible for ensuring that environmental assessment obligations are met for each project.	**UNDER WAY - FUNDING.** Future compliance audits of Parks Canada's environmental assessment program will examine whether the assessments are initiated early enough, and whether project managers are using the process to ensure that ecological integrity objectives are respected in project planning. The extent and timing of progress in this area are subject to the availability of new funding.
(12-9) We recommend that Parks Canada enhance its expertise in understanding and managing cumulative effects (Chapter 4).	In 1997, Parks Canada developed a guide to environmental assessments of cumulative effects. This guide is a highly respected reference both nationally and internationally. Parks Canada played a leading role in sponsoring and planning a national cumulative effects conference, held in Calgary in November 2000.	**UNDER WAY.** Parks Canada recognizes the importance of assessing cumulative impacts and will continue to develop its expertise in managing and understanding them.
(12-10) We recommend that Parks Canada provide individual national parks with the authority to set an annual date beyond which project proposals will not be accepted. This will enable environmental assessment staff to organize their workload and will provide a reference point as an aid in evaluating cumulative effects. Park Management Plans should provide an assessment of cumulative effects and identify quantitative targets for limiting cumulative effects over the period of the Park Management Plan (Chapter 3).	A national park currently has the authority to set an annual date beyond which no new project proposals will be accepted.	**DONE.** The revised Parks Canada Guide to Management Planning requires that environmental assessments of management plans consider both the individual and cumulative impacts from existing use, development and facilities. A Guide to Environmental Assessments of Management Plans has been drafted and will emphasize that the assessment of cumulative impacts is a critical component in the assessment of park management plans.

Chapter 12. Shrinking the Ecological Footprint *(cont'd)*

Panel Recommendation	Considerations	Action
(12-11) We recommend that Parks Canada provide training in environmental assessment for all prospective project managers, and provide professional development and networking opportunities for specialist and practitioner positions.	Service Centres provide training to Field Unit staff when required and training is also available from the Canadian Environmental Assessment Agency. Professional development and networking is provided through an annual national meeting for environmental assessment specialists from Field Units, Service Centres and National Office, through two linked Intranet sites devoted to environmental assessment, and through conference and workshop attendance.	**UNDER WAY - FUNDING.** The ecological integrity training and orientation program that is currently under development will include reference to the application of environmental assessment in support of the maintenance of ecological integrity. Additional training specific to environmental assessment is subject to the availability of new funding.
(12-12) We recommend Parks Canada establish a policy formally adopting the precautionary principle to ensure that risk to national park ecosystems is reduced. Park Management Plans should contain a statement describing how the park will apply the precautionary principle in managing development proposals.	The new *Canada National Parks Act* requires that maintaining ecological integrity is the first consideration in all management decisions relating to national parks. Parks Canada submits all management plans and project proposals to an environmental impact assessment.	**DONE.** The revised Parks Canada Guide to Management Planning requires that environmental assessments of management plans use the precautionary principle to guide the evaluation of residual impacts and their acceptability.

Chapter 13: The Need for Committed Investment

Panel Recommendation	Considerations	Action
(13-1) We recommend that Parks Canada take the following first steps to implement improved management and accountability for ecological integrity in national parks before the allocation of additional resources to maintain and restore ecological integrity. The first steps proposed by the Panel have been chosen to be seminal in setting a new direction for Parks Canada at both symbolic and operational levels. These first steps are measures that have been recommended previously in this report: • reforms to bring science advice and information to the Chief Executive Officer and into the Executive Board through the appointment of a national Director General of Ecological Integrity (Chapters 2 and 4);		**DONE.** The first steps have been taken: • Executive Director of Ecological Integrity appointed:

Chapter 13: The Need for Committed Investment *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(13-1 cont'd) • initiation of a participatory process to develop an Agency Charter, which would lay out the core values of the organization as they relate to its primary objective of ecological integrity (Chapter 2);		• Consultation process for draft Charter launched;
• development and early implementation of a detailed and ongoing training and orientation program focused on ecological integrity (Chapter 2);		• Development and pilot testing of training and orientation program completed;
• revisions to planning guidelines to make ecological integrity the core and overarching theme of future Park Management Plans (Chapter 3);		• Revisions to Parks Canada Guide to Management Planning completed;
• gazetting the wilderness zones in at least two national parks in order to give them legal designation, and announcing the intention to gazette wilderness zones in all parks within five years (Chapter 3);		• Declared wilderness areas are now in effect in four mountain national parks. An Action Plan has been developed to guide the declaration of wilderness areas in most other national parks as management plans are revised;
• establishing written guidelines for the re-orientation of the external relations (marketing) department from a focus on mass tourism product marketing to a focus on social marketing, policy marketing, and de-marketing with messages focusing on ecological integrity (Chapter 10);		• Initiated a review of External Relations to focus on informing, influencing and involving Canadians in the conservation and the sensitive appreciation and enjoyment of national parks, influencing those who market and use national parks, and consulting Canadians who have an interest in matters for which Parks Canada has responsibilities;
• strengthening systems to enable public transparency on spending of all additional resources in business plans and public estimates, to make readily identifiable the budgets for: ecosystem research, monitoring and management; the Partnerships Fund and expanded partnerships with Aboriginal peoples; and national parks interpretation;		• Instituted additional training related to the coding of expenditures and strengthened emphasis placed on accuracy of coding to ensure integrity of financial data;

Chapter 13: The Need for Committed Investment *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
• development of a strategic plan for moving beyond these first steps to address the longer-term issues essential for the re-orientation of the Parks Canada Agency's national parks components toward the ecological integrity objective, including: - a detailed budget plan for expenditure of all additional resources given for ecological integrity purposes; - specific accountability goals for the ecological integrity mandate, including regional integration at national, Field Unit and individual park levels; - initiation of communications with Aboriginal peoples on how to undertake a healing process; - a plan to refocus the interpretation and outreach programs on ecological integrity as the primary message, and to widen the audiences for these programs.		• Initiated proposals to secure new funds for implementing the full range of recommendations put forward by the Panel.
(13-2) We recommend that the Minister [of Canadian Heritage] seek additional resources to implement the recommendations of the Panel as follows (see Figure 13-4 for specific dollar amounts) ...		**UNDER WAY.** Parks Canada has developed a long-term strategy for government consideration as part of the normal budget process.
(13-3) We recommend that the Minister of Canadian Heritage support proposals currently being made to the Minister of Finance by environmental non-governmental organizations to change the Income Tax Act to exempt ecological gifts from capital gains tax and allow for the part sale/part donation of land (Chapter 9).		**DONE.** The budget of February 28, 2000 reduced, from two-thirds to one-third, the income inclusion rate on capital gains arising from donations of ecologically sensitive lands and easements. The October 18, 2000 Economic Statement and Budget Update reduced the income inclusion rate further to 25%, for ecogifts completed after October 18, 2000.
(13-4) We recommend that funding for new park establishment should include ...	For the past three years, funding for new park establishment (both development and operations) has come from internal re-allocations.	**UNDER WAY.** Funding required for the planning, establishment, development and operations of new parks has been included in the implementation strategy that has been prepared for government consideration as part of the normal budget process.

Chapter 13: The Need for Committed Investment *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(13-5) We recommend that Parks Canada divide project funds using an "envelope" system of fiscal management with one of these envelopes being for activities related to ecosystem research, monitoring, and management at both national and regional levels, and one envelope for projects under other program areas.		Any new funds received for ecological integrity will be clearly dedicated to those purposes.
(13-6) We recommend that Parks Canada initiate, within two years, an investigation of the infrastructure of each national park, to determine the capital funding required with respect to ...	Further study is required to identify the costs associated with greening infrastructure.	**UNDER WAY - FUNDING.** Parks Canada will initiate the recommended review. The extent and timing of the review are subject to the availability of new funding.
(13-7) In keeping with the public trust to protect, conserve and interpret Canada's natural heritage, and to contribute towards the protection of global biodiversity as established in the Parks Canada Agency Act, we recommend that Parks Canada undertake pilot projects to adopt a revised definition of assets that would include the following elements ...	Parks Canada currently monitors the status of its natural "assets" through the State of the Parks Report and this will be enhanced by the park-level State of the Park Reports that will be produced every five years as part of the park management planning process. Treating natural and "knowledge" assets in a manner similar to that used for built assets would be a progressive step similar to some of the environmental accounting policies being discussed within academic circles.	Over the longer term, Parks Canada will study methodologies for valuing the full range of natural and "knowledge" assets and adopt a new understanding of assets accordingly.
(13-8) We recommend that Parks Canada require Field Units to include a specific examination of the implications of revenue forecasting and targets on maintenance and restoration of ecological integrity in their Implementation (Business) Plans.	Parks Canada's Revenue Policy currently requires an assessment of the impact on ecological integrity of all new or enhanced revenue-generating services, price incentives and promotional initiatives.	**UNDERWAY.** Parks Canada will continue to carefully apply existing policies and procedures to achieve the results sought. The appropriateness of current revenue-generating services is to be considered during the park management planning process. If the review reveals adverse impacts, the service is to be discontinued and the revenue target reduced accordingly.

Chapter 13: The Need for Committed Investment *(cont'd)*		
Panel Recommendation	**Considerations**	**Action**
(13-9) We recommend that Parks Canada enable management decisions in support of ecological integrity to be separated from revenue implications and to accomplish this, through clarifying and publicizing that the need to protect ecological integrity is included in the revenue policy interpretation of "extraordinary circumstances" under which relief from revenue targets can be obtained.	Parks Canada's Revenue Policy has always provided for relief from revenue shortfalls due to exceptional circumstances, including ecological integrity considerations.	**UNDER WAY.** Parks Canada will amend its Revenue Policy to provide a more explicit example of an exceptional circumstance that would warrant relief from a revenue shortfall due to an ecological integrity issue. Additional briefings on the Revenue Policy covering this issue, and others, will be provided to Field Units.
(13-10) We recommend that Parks Canada establish a consistent set of rules to be used in full cost accounting for all projects or activities with full cost recovery objectives.	Parks Canada has implemented a new financial system, has undertaken an extensive asset review and is in the process of implementing accrual accounting. These steps will make the implementation of cost accounting significantly easier.	**UNDER WAY.** Guidelines for full costing have been developed by Treasury Board for use in all federal departments and agencies. Parks Canada's financial and information systems have been upgraded and will be able to provide costing information in the future. The services and activities which are to be fully cost recovered will be included in Parks Canada's cost accounting instructions. Parks Canada will improve its training of staff in their application.